

STATE OF NEW YORK.

No. 48.

IN SENATE,

APRIL 9, 1885.

FORTIETH ANNUAL REPORT

OF THE PRISON ASSOCIATION OF NEW YORK, FOR
THE YEAR 1884.

PRISON ASSOCIATION OF NEW YORK, }
No. 65 BIBLE HOUSE.

To the Lieutenant-Governor and President of the Senate:

SIR—In accordance with chapter 163 of the Laws of 1846, we have the honor to present, herewith, the Fortieth Annual Report of the Prison Association of New York, and respectfully to request that you will lay the same before the Legislature.

Respectfully yours,

THEODORE W. DWIGHT,

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CHARLTON T. LEWIS,

Chairman Executive Committee.

WM. M. F. ROUND,

Corresponding Secretary.

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 Jacob H. Schiff, "
 John A. Pullen, "

*Deceased.

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 Brown, John Crosby Potter, Howard
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 Alex. Roosevelt, " Raymond, James I.
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1885.

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TREASURER'S ACCOUNT.

December 31, 1883, to December 31, 1884.

Cash balance, December 31, 1883.	\$42 46
Received from city excise fund.	1,000 00
Donations.	4,145 66
Estate of Mary Burr, bequest.	5,000 00
Estate of Mary Burr, interest.	205 55
Estate of Samuel Willets, bequest.	1,000 00
Estate of Samuel Willets, interest.	45 00
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	\$11,538 67

Expense of agency in New York city for discharged convicts and persons under arrest.	\$1,847 40
Expense of State organization, prisons and jail inspection and general county work.	3,612 60
Cash balance, current receipts.	75 67
Cash balance, bequests uninvested.	6,000 00
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	\$11,538 67

CORNELIUS B. GOLD,

Treasurer.

DONATIONS.

E. A. Pearson.	\$5 00
Wm. S. Lawson.	7 00
Andrew C. Zabriskie.	10 00
J. J. Little & Co.	20 00
G. B. Hurd & Co.	5 00
Miller & Flinn.	5 00
Samuel Raynor & Co.	10 00
Robert Rutter.	10 00
Wellstood & Co.	5 00
J. B. Putnam.	20 00
W. P. Prentice.	10 00
H. H. Nathan.	20 00
R. Fulton Cutting.	100 00
John Slayback.	100 00
Henry Day.	5 00
C. D. Wood.	100 00
Horace Russell.	50 00
George S. Fraser.	100 00
Miss Catharine L. Wolfe.	100 00
Cornelius B. Gold.	100 00
Z. Stiles Ely.	25 00
J. J. Astor.	100 00
Mrs. J. R. Swords.	10 00
Miss P. C. Swords.	5 00
Henry C. Swords.	10 00
Dudley Jardine.	25 00
Otto Gerdan.	5 00
C. J. Hudson.	35 00
Mrs. S. Lawrence.	5 00
Bleecker Van Wagenen.	25 00
Anson Phelps Stokes.	50 00
B. & O. Myers.	5 00
Wm. S. Sloan.	25 00
F. S. W.	5 00
Mrs. William Astor.	100 00
Dr. C. R. Agnew.	20 00
J. W. Hamersley.	25 00
"Cash" by Lispenard Stewart.	5 00
Charlton T. Lewis.	100 00
A. M. Dodge.	25 00
W. C. Schermertorn.	25 00
George A. Robbins.	50 00
Robert Lenox Belknap.	25 00
Woodbury G. Langdon.	100 00
H. W. de Forest.	100 00
Miss Serena Rhinelanders.	100 00

Anonymous by Lisenard Stewart.....	850 00
Frank E. Heath.....	25 00
J. A. Trowbridge.....	10 00
Morris K. Jesup.....	50 00
Heman Clark.....	25 00
A. L. Case.....	15 00
H. K. McHarg.....	100 00
J. P. Cummings.....	10 00
Thomas G. Sherman.....	10 00
J. C. Groth, Fort Hunter.....	5 00
Congregational Church, Oswego.....	8 15
Presbyterian Church, Rome.....	14 93
Presbyterian Church, Johnstown.....	3 28
John Sinclair.....	25 00
Florence V. C. Bishop.....	25 00
Mrs. G. L. G. Shedd.....	20 00
Lisenard Stewart.....	100 00
Miss Julia Rhinelander.....	100 00
Oswald Ottendorfer, in memoriam Mrs. Ottendorfer.....	500 00
Adrian Iselin.....	100 00
S. D. Horton.....	5 00
S. T. Gordon.....	10 00
Rev. S. H. Stackpole.....	5 00
David Zelig.....	25 00
Christ Church, Oswego.....	8 00
Rev. Wm. Irwin, D. D., Troy.....	5 00
Mrs. Anna H. Gallup, Troy.....	5 00
Henry Holt.....	5 00
Grace Church, White Plains.....	28 31
Caldwell Presbyterian Church, Lake George.....	5 00
First Reformed Church, College Point.....	26 00
First Reformed Church, Schenectady.....	12 00
H. C. P.....	10 00
A. C. Kingsland.....	50 00
Peristrome Presbyterian Church, Plattsburgh.....	12 56
Mrs. W. S. Hoyt, Bartow-on-the-Sound.....	5 00
W. Van Norden.....	10 00
James Middeldich.....	5 00
Morris Fichtenberg.....	5 00
Charles F. Hoffman.....	5 00
Miss Mary M. Collins, "J. B. C." in memoriam.....	10 00
New York Stock Exchange, Cleveland and Hendricks Club.....	25 00
First Reformed Church, Fordham.....	10 00
Rev. A. O. Peloubet, Mecklenburgh.....	1 00
L. M. Bates.....	50 00
H. M. Schieffelin.....	25 00
Christ Church, Bay Ridge.....	22 00
G. A. Sabine, M. D.....	10 00

Nelson Bates, Troy.....	85 00
Mrs. Laura Willard, Troy.....	50 00
Jacob H. Schiff.....	100 00
Baptist Church, Glens Falls.....	5 00
Mrs. Chauncey M. Depew.....	10 00
Prisoners Sunday Goshen.....	13 64
G. E. Baker.....	5 00
Thos. M. F. Randolph.....	5 00
John Taylor Johnston.....	50 00
Adolph Kerbs.....	25 00
Washington Co. by Thos. Whittaker.....	5 00
Wm. H. Keeler, Albany.....	5 00
First Baptist Church, Troy.....	16 97
Richard A. McCurdy.....	100 00
Thomas Foulke.....	5 00
Wm. Alexander Smith.....	10 00
Mrs. Elizabeth M. Crosby.....	5 00
Mrs. Josephine Shaw Lowell.....	5 00
A. S. Peet, Hudson.....	1 00
George G. Williams.....	10 00
Alice Keteltas.....	10 00
St. Luke's M. E. Church, N. Y.....	5 00
West Side Chapel, N. Y.....	3 50
S. B. Schieffelin.....	5 00
Wm. B. Bonn.....	10 00
Cuba Baptist Church, Cuba, N. Y.....	2 92
Haskell Baptist Church.....	2 08
Roswell Smith.....	100 00
Rev. Arthur Brooks.....	5 00
C. O. Thatcher, Chittenango.....	5 00
E. F. Milliken.....	3 00
R. J. Livingston.....	50 00
Wm. H. Macy.....	25 00
C. A. Dana.....	10 00
Geo. de Forest Lord.....	10 00
Union Meeting, Poughkeepsie.....	14 07
Theodore W. Dwight.....	100 00
Total.....	<u>\$4,145 66</u>

A contribution of five dollars, annually, constitutes a membership in the society.

OTHER DONATIONS.

- S. S. Stafford, inks and mucilage.
 Henry Lindenmeyer, one ream wrapping paper.
 T. Shriver & Co., copying press.
 Hektograph Mfg. Co., one hektograph.
 Samuel Raynor & Co., envelopes.
 Mrs. L. J. Tuckerman, clothing.
 Miss Alice Keteltas, clothing.
 Thomas M. F. Randolph, clothing.
 G. L. Rives, clothing.
 W. H. Granbery, clothing.
 Alexander Melville, clothing.
 Mrs. Horace Porter, clothing.
 John N. Whiting, clothing.
 Mrs. J. F. Dillon, clothing.
 A. N. Selter, clothing.
 A. W. Dennett (four donations), clothing.
 Mrs. W. H. Parsons, clothing.
 Mrs. A. E. Van Tine, clothing.
 R. Kennedy, reading matter.
 Edward P. Carpenter, reading matter.
 Mrs. J. F. Dillon, reading matter.
 A. N. Selter, reading matter.
 Rev. A. G. Russell, reading matter.
 Martin Wolf, reading matter.
 Thomas M. F. Randolph, reading matter.
 S. Burkhalter, reading matter.
 Thomas Whittaker, one Churchman's Almanac.
 Publisher, *The Evening Post*, fifty copies of newspaper.
 Publisher, *Brooklyn Daily Times*, papers.
 Publisher, *Troy Times*, twenty-five copies of newspaper.
 Prof. Dwight, *La Reforma Penitenciare*, one year.
 A year's subscription to *The Sanitarian*.
 A year's subscription to *Zenqe der Wahrheit*.
 A year's subscription to *Herold und Zeitlehritt*.
 L. Prang & Co., a quantity of Christmas cards, chromos, etc.

CHARTER OF THE PRISON ASSOCIATION OF NEW YORK.

AN ACT TO INCORPORATE THE PRISON ASSOCIATION OF NEW YORK.

PASSED May 9, 1846, by a two-thirds vote.

The People of the State of New York, represented in Senate and Assembly, do enact as follows :

Section 1. All such persons as are now or hereafter shall become members to the said association, pursuant to the constitution thereof, shall and are hereby constituted a body corporate, by the name of "The Prison Association of New York," and by that name have the powers that, by the third title of the eighteenth chapter of the first part of the Revised Statutes, are declared to belong to every corporation ; and shall be capable of purchasing, holding and conveying any estate, real or personal, for the use of said corporation ; provided, that such real estate shall never exceed the yearly value of ten thousand dollars, nor be applied to any other purpose than those for which the corporation is formed.

§ 2. The estate and concerns of said corporation shall be managed and conducted by its executive committee, in conformity to the constitution of the said corporation ; and the following articles that now form the constitution of the association shall continue to be the fundamental laws and constitution thereof, subject to alteration in the mode therein prescribed.

ARTICLE I.

The objects of the association shall be :

1. The amelioration of the condition of prisoners, whether detained for trial, or finally convicted, or as witnesses.
2. The improvement of prison discipline, and the government of prisons, whether for cities, counties or states.
3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in the efforts at reform.

ARTICLE II.

The officers of the society shall be a president, vice-presidents, a corresponding secretary, a recording secretary, a treasurer and an

executive committee. There shall be the following standing committees, viz.: A finance committee, a committee on detention, a committee on prison discipline, and a committee on discharged convicts. The number of the executive committee shall consist of not more than thirty-five, of whom not more than ten shall be officers of the society, and not more than twenty-five shall be persons other than officers.

ARTICLE III.

The officers named in the preceding article shall be *ex-officio* members of the executive committee, who shall choose one of their number chairman thereof.

ARTICLE IV.

The executive committee shall meet once in each month, and keep regular minutes of their proceedings. They shall have a general superintendence and direction of the affairs of the society, and shall annually report to the society all their proceedings, and such other matters as shall be likely to advance the ends of the association.

ARTICLE V.

The society shall meet annually in the city of New York, at such time and place as the executive committee shall appoint, and at such other times as the president, or, in his absence, one of the vice-presidents shall designate.

ARTICLE VI.

Any person contributing annually to the funds of the association not less than five dollars shall, owing to such contribution, be a member thereof. A contribution of five hundred dollars shall constitute a life patron; a contribution of one hundred dollars shall constitute an honorary member of the association for life; and a contribution of fifty dollars shall constitute a member of the association for life. Honorary and corresponding members may, from time to time, be appointed by the executive committee.

ARTICLE VII.

A female department shall be formed, consisting of such females as shall be selected by the executive committee, who shall have charge of the interest and welfare of prisoners of their sex, under such regulations as the executive committee shall adopt.

ARTICLE VIII.

The officers of the association shall be chosen annually, at the annual meeting, at which time such persons may be elected honorary members as shall have rendered essential service to the cause of prison discipline.

ARTICLE IX.

Any society having the same object in view may become auxiliary to this association by contributing to its funds and co-operating with it.

ARTICLE X.

The executive committee shall have power to add to any of the standing committees such persons as, in their opinion, may be likely to promote the objects of the society, and shall have power to fill any vacancy which may occur in any of the offices of the association, intermediate the annual meetings.

ARTICLE XI.

This constitution may be amended by a vote of the majority of the society, at any meeting thereof, provided notice of the amendment has been given at the next preceding meeting.

The officers selected for the current year, under the constitution, shall continue to be the officers thereof until others shall be duly chosen in their places.

And it is hereby further enacted, that no manager of said society shall receive compensation for his services.

§ 3. The said executive committee shall have power to establish a work-house in the county of New York, and, in their discretion, to receive and take into the said work-house all such persons as shall be taken up and committed as vagrants or disorderly persons in said city, as the court of general sessions of the peace, or the court of special sessions, or the court of oyer and terminer, in said county, or any police magistrate, or the commissioner of the alms-house, may deem proper objects; and the said executive committee shall have the same powers to keep, detain, employ and govern the said persons as are now by law conferred on the keepers of the bridewell or penitentiary in said city.

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations relative to the management and disposition of the estate and concerns of said association, and the management, government, instruction, discipline and employment of the persons, so as aforesaid committed to the said work-house, not contrary to law, as they may deem proper; and may appoint such officers, agents and servants as they may deem necessary to transact the business of the said association and may designate their duties. And the said executive committee shall make an annual report to the Legislature and to the corporation of the city of New York of the number of persons received by them into the said work-house, the disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee, and generally all such facts and particulars as may exhibit the operations of the said association.

§ 5. The said executive committee shall have power, during the minority of any of the persons so committed to the said work-house, to bind out the said persons so being minors, as aforesaid, as apprentices or servants, with their consent, during their minority, to such persons and at such places, to learn such proper trades and employments as, in their judgment, will be most conducive to the reformation and amendment and future benefit and advantages of such persons.

§ 6. The said executive committee, by such committees as they shall from time to time appoint, shall have power, and it shall be their duty, to visit, inspect and examine all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that, by the twenty-fourth section of title first, chapter third, part fourth of the Revised Statutes, are invested in inspectors of county prisons; * and the duties of the keepers of each prison that they may examine shall be the same in relation to them as in the section aforesaid are imposed on the keepers of such prisons in relation to the inspectors thereof. *Provided*, that no such examination or inspection of any prison shall be made until an order for that purpose, to be granted by the chancellor of this State, or one of the judges of the supreme court, or by a vice-chancellor or circuit judge, or by the first judge of the county in which the prison to be examined shall be situate, shall first have been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

STATE OF NEW YORK, }
IN SENATE, *May 8, 1846.* }

The bill having been read the third time, two-thirds of all the members elected to the Senate voting in favor thereof.

Resolved, That the bill do pass.†

By order of the Senate.

A. GARDINER,
President.

STATE OF NEW YORK, }
IN ASSEMBLY, *April 24, 1846.* }

This bill having been read the third time, and two-thirds of all the members elected to the Assembly voting in favor thereof,

Resolved, That the bill do pass.

By order of the Assembly,

WM. C. CRAIN,
Speaker.

Approved this 9th day of May, 1846.

SILAS WRIGHT.

* See section 24 on next page.

STATE OF NEW YORK, }
Secretary's Office. }

I have compared the preceding with an original law on file in this office, and do certify that the same is a correct transcript therefrom and the whole of said original.

In testimony whereof, I have hereunto affixed the seal of this office, at the city of Albany, the fifteenth day of May, in the year of our Lord one thousand eight hundred and forty-six.

ARCH'D CAMPBELL,
Deputy Secretary of State.

(Revised Statutes, Part IV, Chap. 3, Title I.)

§ 24.* It shall be the duty of the keepers of each of the said prisons to admit the said inspectors, or any one of them, into every part of such prison; to exhibit to them, on demand, all the books, papers, documents and accounts pertaining to the prison or to the detention of the persons confined therein, and to render them every facility in their power to enable them to discharge the duties above described. And for the purpose of obtaining the necessary information to enable them to make such report as is above required, the said inspectors shall have power to examine, on oath, to be administered by either of the said inspectors, any of the officers of the said prisons, and to converse with any of the prisoners confined therein, without the presence of the keepers thereof, or any of them.

* Section 20 in last revision.

BY-LAWS OF THE PRISON ASSOCIATION OF NEW YORK.

I. There shall be a stated meeting of the executive committee on the third Thursday of each month, and special meetings shall be held on the requisition of the chairman or any three members of the executive committee. The call for a special meeting shall, in all cases, state the business to be transacted at said meeting.

II. At every meeting of the executive committee, five members shall be necessary to constitute a quorum.

III. The order of business at every stated meeting shall be as follows:

1. The reading and approval of the minutes of the last preceding meeting.

2. Report of the treasurer.

3. Reports from standing committees.

4. Report from the corresponding secretary.

5. Reports from special committees.

6. Report from the general agent.

7. Miscellaneous business.

At a special meeting, no other business shall be transacted than that for which the said meeting was called.

IV. The chairman shall appoint all special committees; and no person nominated by him shall be excused, unless upon reason satisfactory to the meeting.

V. The chairman shall decide all questions of order, subject to an appeal; and the rules of order shall be those embodied in Cushing's Manual, so far as they are applicable.

VI. There shall be four standing committees, namely: A committee on finance, a committee on detention, a committee on discharged convicts, and a committee on prison discipline.

VII. It shall be the duty of the finance committee:

1. To devise ways and means for obtaining the funds necessary to carry on the work of the association; and they may, at their discretion, employ an agent to collect the requisite funds.

2. To audit all bills against the association; and no bills shall be paid by the treasurer unless approved by the committee and countersigned by the chairman.

3. To audit and report upon the treasurer's accounts annually.

4. To invest and control the surplus moneys of the association, under the authority of the executive committee.

VIII. It shall be the duty of the committee on detentions:

1. To inquire, as far as may be practicable or necessary, into the causes of commitment of persons in the prisons or houses of detention in the cities of New York and Brooklyn, and to adopt proper measures for procuring the discharge, or providing for the defense, of such as shall appear to be entitled thereto.

2. To visit frequently the prisons under their charge, and to endeavor to improve both the physical and moral condition of the prisoners in all suitable and practicable ways.

IX. It shall be the duty of the committee on discharged-convicts:

1. To correspond with prison agents or superintendents relative to the character and trades of prisoners, and to ascertain, previous to the discharge of each prisoner, his feelings, views and capabilities, with a view to making the best arrangements for his future employment.

2. To keep a record of all persons who will employ discharged prisoners, and of their several occupations; to procure such employment for prisoners applying therefor as seems best adapted to the capacity of each; to hold correspondence with the employers; to keep a record of the conduct and prospects of those for whom places have been obtained, that they may be sustained and encouraged with the idea that a continued friendly interest is felt for him.

3. To procure suitable boarding places for discharged prisoners, where they will not be exposed to corrupting influences, taking care not to have more than one in a place where it can be avoided.

4. To see that the prisoners are provided with suitable clothing, of a kind that will not attract particular attention.

X. It shall be the duty of the committee on prison discipline:

To give attention to the internal organization and management of prisons, embracing the physical and moral influences to be exerted on the prisoners during their confinement. This duty shall be comprised under the following heads: health, reformation, convict labor administration and internal police, comparison of different prison systems, visitation of prisons and houses of reformation, and the whole subject of criminal law and penal justice.

XI. One or more agents may be appointed by the executive committee to assist the standing committees in the performance of their duty.

XII. The recording secretary of the association shall be the secretary of the executive committee; and it shall be his duty to keep the minutes of the proceedings of said committee, to record them in a book provided for that purpose, and to give due notice of meetings of the committee.

XIII. The corresponding secretary shall conduct the correspondence of the executive committee and of each of the standing committees when required; shall act as the general financial agent of the association, and shall report at each stated meeting of the committee.

XIV. The treasurer shall receive and safely keep all moneys belonging to the association; shall pay over the same as directed by the finance committee; shall report at each stated meeting of the executive committee, and shall give such security for the faithful discharge of his duty as that committee shall require.

XV. The president, chairman of the executive committee, and corresponding secretary shall be members, *ex officio*, of all the standing committees.

XVI. No alteration shall be made in these by-laws, except upon notice of the proposed amendment, given at a previous meeting of the executive committee.

1884

REPORT OF THE CORRESPONDING SECRETARY.

To the Executive Committee of the Prison Association of New York:

GENTLEMEN — In offering to you my annual report, I can no more than recapitulate for you the main facts of my year's work just past. The work has been your work, rather than my own, for without your moral support and wise guidance, it would have been almost profitless labor — certainly wearisome labor. But under your care, the work of the association has been carried on in the usual directions, and I believe has increased in scope and usefulness. In making the record of the year of routine work, I beg leave to follow the order set down last year, and based upon the memorandum of duties, which we agreed upon when I first assumed the office of corresponding secretary. This order is as follows:

1, Correspondence; 2, organization of county committees; 3, the dissemination of information touching latest and most desirable phases of prison reform; 4, the library of the association; 5, inspection of penal institutions; 6, the gathering of information touching the criminal class, as to its habits, cost of support and such other matters regarding it as may help legislators and social scientists in finding a solution to the vexed problems of crime treatment. Let us begin with

CORRESPONDENCE.

The correspondence of the year with similar associations, both at home and abroad, has been quite as extensive as heretofore, and has given us the latest thoughts of the world as to methods of penal treatment. *The Howard Association* of England, through its accomplished secretary, Mr. Wm. Tallack, has kept us informed as to the latest phases of prison work in Great Britain. Looking at our system from a distance, both its points of excellence and its defects are seen more clearly, and without the color of local prejudice, and Mr. Tallack's letters have been very valuable, not only in the information afforded, but in their suggestions and criticisms. Dwelling upon the dangers of promiscuous companionship as it exists in many of our county jails, Mr. Tallack says:

"Both in the interest of just deterrence and of merciful reformation, a reform in this matter is urgently needed. Until it is generally

effected, prisons remain manufacturers of criminals, and also as positive centers of attraction to many of the worst offenders." The same correspondent says further, touching the tendency in some quarters to regard the criminal with sentimental tenderness, and to treat him with a consideration for his comfort, out of all proportion to his deserts, as an enemy to society, that: "Prisons should be beneficently reformatory. But this they will never be unless they are also wholesomely deterrent. The lot of the deliberate adult criminal should never be rendered superior, or equal to that of the hard working tax payer, or struggling worker at honest toil. God governs His world" by encouraging combined motives of hope and fear; no truly wise penal system can dispense with either of these essential motives."

Among other English correspondents we have the honor to number T. Llewellyn Berwick Baker, Esq., whose long experience as a magistrate, in Gloucester, has given him a wide and practical knowledge of criminals and their treatment. His letters abound with wise suggestions, as the following extracts will show. Writing under date of January 14th, Mr. Baker says: "I cannot tell you how much I wish that you could think of extending your association to the police, as well as to prison wardens. The two bodies surely ought to consult together — to plan together — to work together. The one deals with the criminal *in*, and the other *out* of prison. They should be in constant communication. A police chief who thinks of nothing but catching a thief, when he *has* committed a crime — or a warden who cares for nothing but keeping him in prison for the prescribed time — falls far short of the usefulness with which the office might be clothed."

Mr. Baker also sends to the association several valuable pamphlets written by himself. One entitled "On Sentences for Prevention of Crime," argues for progressive sentences, and for an average of much longer sentences than is usually given for similar crimes in this country. In this connection, in meeting the charge of our severity, he wisely says:

"The charge of our severity is one which only requires to be examined to disappear. We seek the good of all men, especially of those most liable to temptation. Nothing is so cruel, nothing is so hard, as to allow men to fall into confirmed habits of crime, when we have the power to prevent their doing so. We seek to shield from temptation those who have not yet fallen. Nothing is so dire a temptation to these as the example of a skillful and successful thief. But no man becomes a skillful or successful thief, without long practice and several convictions. If you examine the histories of the cleverest thieves on record, you will scarcely find a case of one being at liberty more than two years at a time, but if each were committed to seven years' penal servitude, on his third conviction, none would have time or opportunity to become a clever or successful thief." * * * * *

"But, lastly, has such a system ever been tried with success? Before the year 1856 boys, throughout England, were punished as men, and now on the retaliative system. I have the records of 456 boys in London, who had been four times convicted — many of them eight or ten times — generally for the worst of all terms, three months' imprisonment. In that year the reformatory system, as it was called, came into practice. Though many exceptions were made, it became accepted as the general rule to sentence every boy, with little or no regard to exact retaliation, to a long term in a reformatory, on a second conviction. The consequence was, that the number of boys and girls committed to prison, under sixteen years of age, fell from 13,981, in 1856, to 8,029 in 1860."

In view of the admirable working of the English system, and the great reduction that has been made in the number of criminals by the application of long sentences, this testimony in regard to juvenile offenders, of the class known to us as the misdemeanants, is certainly worth the most careful consideration.

During the past two or three years the subject of systems of industrial and art education in prisons has received more than usual attention, both at home and abroad.

The experiment that has been made in teaching, designing and simple processes of art industry in the Elmira Reformatory, and the discussions that took place on the subject at the recent meeting of the National Prison Association (Saratoga, September, 1884), have shown conclusively that in the industries that cultivate the eye, the hand, the inventive faculties and develop the general intelligence, are those most likely to lift the prisoner into a higher conception of manhood. On this important theme one of the most important of the letters received at this office comes from our distinguished countryman, Charles G. Leland, who was the guiding spirit in the Philadelphia industrial art schools, and whose influence for the development of the minor arts has been strongly felt in every part of the country. He writes as follows:

"BRIGHTON, ENGLAND, November 23, 1884.

"DEAR SIR—Since I wrote to you I have read the Revelations of Prison Life by Colonel Chesterton, who was for twenty-five years governor of the largest prison in England, as you, of course, know. He did more for reform in prisons than any other Englishman. I am very much struck with the fact, which is clearly expressed by him though he makes little of it, that the most effective means of keeping prisoners quiet and if possible of reforming them is to teach them trades; the more varied, the more suited to their several capacities; in fact, the more agreeable the better. It is a mistake to make a prison a pleasant residence, much more to make it a hell, but if one could reform prisoners by so doing, it would be right to make it a paradise.

"Now, if we could introduce varied and agreeable industries and make the practice of those a reward for good conduct, and also allow

the workman a percentage on the sales, it would of course be an incentive to reform. I believe I told you in a former letter that I was allowed to talk with prisoners in Moyamensing prison in Philadelphia. An artist that is a very clever mechanical engineer, a Frenchman, among them, thought that one third of all prisoners would take at once apply to minor art work. He was an old prison bird. I found it out by introducing French thief slang into my conversation and finding he understood it. I think this made him confiding. All of the officers of the prison were of the opinion that the introduction of such work would diminish the trouble of discipline one-third.

"I do not write in entire inexperience of the kind of men who go to prison. Almost every gipsy in England knows me as the Romany Rye, and there are precious few among my Romany children who have never *beshad udray staruben*, or sat in prison. A man who is at home and a welcome guest in every gipsy tent in England and America knows a great many thieves, and every thing of the kind. I can always secure in a few minutes the run of a tramp's and scamp's *lodomy hair*, or lodging-house, and you will believe it when I say I never found the inmates of one much better or worse at heart than anybody else. It is only the *professional* thieves that are bad. But for everybody except the regular born and bred thieves there is a kind of attraction in *some* sort of work. Gipsies like to make baskets and clothes-pins, etc. My own belief is that quite two-thirds of the average inmates of an American prison would take to work and remain workers. The remainder might take to it *while in prison*. All would experience from it the results of discipline, of having quieted the mind by work. As for women, I almost think that the worst of them would like art work. The experiment of a class in embroidery was tried with great success in Moyamensing. Ladies came once a week to teach the poor women, who looked forward to the lesson as a great *fete* and reward for good behavior.

"I remember saying once to the physician of Moyamensing prison that I was going to take a look at his patients. He said that I expressed his feelings exactly. They were all invalids, suffering with mental or nervous disorders. God grant that it may be given us to find a way to cure them!

"You truly,

"CHARLES G. LELAND."

These extracts are simply given, as bearing upon important matters now under public consideration, and to show the wide range of topics embraced in the correspondence of the society. The correspondence with county committees and local authorities will be referred to elsewhere. The office of the Prison Association has now become a generally recognized bureau of intelligence upon all subjects connected with the management of prisons, and no day passes that does not bring to us, from public men, institutions, journalists, county officers and

others, requests for information. It has been necessary to increase the clerical force of the office, and if the demands upon the society continue to increase as they have during the last twelve months it will be necessary to still further increase it.

In the large correspondence of the office we have been able to give employment to a considerable number of men discharged from prison; furnishing them with means of livelihood, by giving them a few hours of clerical work daily, while they are seeking steadier and more profitable employment elsewhere. This plan has served a triple purpose; it has given us the work well done, it has enabled us to help men in the hard struggle between release from prison and the finding of places to work, and it has enabled us to study the character of the men who professed reformation, and whom we were asked to recommend to employers.

COUNTY COMMITTEES.

The county committees of the association have been much enlarged and strengthened during the last year. It has been thought wise to enlarge each of our committees to fifteen members, and in counties where there are two capitols and two jails, to appoint two committees. These committees are selected with great care, and from nominations made by our old committees and by the clergymen or judges of the respective counties. They are then submitted to our executive committee for appointment.

The local committees become representatives of the association in the counties where they exist, and are expected to comply with the following simple rules:

Rules for Local Co-operative County Committees of the Prison Association of New York.

First. Committees are expected to organize within one month after their appointment; meeting at the call of one of their number to be designated by the corresponding secretary of the association, and to elect a chairman, secretary and treasurer.

Second. Committees are expected to have stated meetings, at least semi-annually, and to keep the corresponding secretary of the association informed of the date of such regular meeting; should any special meeting be held, it is requested that notice of the same shall be given to the general office.

Third. Local committees are expected to inspect at least once a year the jails, station-houses, prisons and penitentiaries in their respective counties, and to take cognizance of and report at this office, as to the discipline, maintenance, moral and sanitary conditions, and to promptly notify the corresponding secretary at other times of any failure on the part of the local authorities to comply with the laws as to the governance and keeping of prisoners, should such failure come to their knowledge. They are further expected to make such suggestions from time to time as will help the association to carry out the purposes for which it was organized.

Fourth. They are, at the stated meetings, requested to give full discussion to any plans of the Prison Association that may be submitted to them by the executive committee, to estimate as far as possible the feeling of their respective neighborhoods regarding any such plans, and to help the association's work by creating a right public sentiment as to prison discipline and the criminal class.

Fifth. They are requested to collect and forward to the office of the Prison Association such printed reports of local institutions as are obtainable, and such extracts from local publications as bear upon penological matters.

Sixth. They are expected by sub-committees to see that suitable moral and religious instruction is provided in the jails, to collect and distribute reading matter to prisoners, to investigate complaints of ill usage, to report to this office cases of such as seem unjustly accused.

Seventh. It is the purpose of the Prison Association to hold an average of at least one public meeting within each two years in every county of the State, and the local committees are expected to secure the co-operation of clergymen and others in making the arrangements for such a meeting.

Eighth. It is most urgently requested that each county committee do its utmost to increase the membership of the association and aid in extending its influence.

Ninth. Committees are expected to send annually to the association a list of the names of fifty or more of the prominent citizens of their respective counties, to whom the reports and miscellaneous documents of the association may be sent.

Tenth. It is the policy of the Prison Association, and has been from its organization, to secure reforms and the correction of abuses so far as it can be done through the co-operation of officials. The local committees are, therefore, so far as they represent the association, expected to cultivate relations of mutual helpfulness with sheriffs and jailers, and to aid them in every way possible in the promotion of right discipline in the county institutions.

Eleventh. Local committees can greatly aid the general agent of the society by reporting to the office of the association the names of any in their respective neighborhoods who are willing to employ discharged convicts who give satisfactory evidence of a desire to reform. They are also requested to furnish the names of those who employ skilled or unskilled labor, in order that direct communication may be made with them, from this office.

Twelfth. They are expected to secure as large a local observance as possible of prisoners Sunday; and to send printed reports of such observance to this office for filing.

Thirteenth. Through sub-committees to give such counsel and help as they are able to prisoners discharged from the local correctional and penal institutions. These rules are printed here, not so much for the benefit of the local committees themselves, as to indicate the special forms of helpfulness which they render, in carrying

on the work of the association. Through them, it reaches into every county in the State, as a vital and ever-present force. The work done by our county committees during the year just closed is of incalculable benefit. It has never been characterized by more zeal and wisdom, and those who have made the society their agency for uplifting and reforming criminals are indebted to the little groups of disinterested men and women in each county who have silently but effectually carried forward a good work for prisoners and discharged convicts.

PRISON REFORM AND PUBLIC OPINION.

The creation of a right public sentiment in regard to the criminal, both when he is in and when he is out of prison, is necessary to secure the passage of wise and just laws, and to their enforcement after they are passed. In studying the public attitude in this matter, one is soon made aware of the fact that the criminal is generally regarded from one of two extreme standpoints, he is either considered the much-abused victim of society; the martyr to misapplied law; a creature to be pitied and coddled and coaxed back to respectability and usefulness, or he is considered as the red-handed irreclaimable enemy of society, to whom the severest justice is merely all too great. Neither of these standpoints come within the circle over which dominates the genius of our civilization. We are as a Christian community bound to treat all men as worthy of consideration in the general plan to uplift and improve the standard of citizenship and of humanity. We are to see that justice is sternly administered, but we are also to see when the demands of the law are once satisfied, regarding any man, that he is to have an equal chance with other men for self-support and self-improvement. We are by our penal system to protect society, not only during the brief period of time that we keep criminals locked up in prison; but we are to protect ourselves by making the criminal fit to live an honest life when he goes forth from prison. To this end the mere question as to whether he can be made to support himself while in prison, is one of comparative unimportance; the great question of penology to-day is how can we train the criminal so that he can and will support himself when he gets out of prison? The short time that he is shut away from society should be considered merely as an important incident in the protection that our prison system is to afford to society. There can be no general reformation in our system itself, and it can never reach its highest efficiency until the public demands that it shall go beyond the mere makeshift of incidental incarceration. That the considerations of such incidental incarceration shall all be stopped with a view to further protection of society when the convict shall be returned to it.

In this association there has never been a lack of confidence in the informed intelligence of the people of this State. But the people have had little opportunity of studying the criminal class and the

methods of dealing with it. They have been misled by false information from demagogues and by the sentimental vapors of sham philanthropists. They have left the management of the prisons to politicians, who may at times be influenced in the management of them by party aims or personal greed. It is a necessity of reform that the people of the State should be made more fully aware of their duties and responsibilities as to their wards, the convicts, in the penal institutions. Gathering from all sources such knowledge as it could on prison topics, the Prison Association has sought to circulate the same among the people of the State by public meetings, the distribution of documents, the holding of conferences and through the medium of the press and the pulpit. On the 26th of February, 1884, a meeting of ministers of all religious denominations from all parts of the State was called in the city of New York. There was a large response, and it is estimated that 300 clergymen attended the two sessions of the conference. The object of the meeting was the discussion of the relations between the Christian churches and the criminal class. The afternoon session was held in Grace Hall, and was presided over by the Rev. S. Irenæus Prime, D. D. The evening session was held in Steinway Hall with the Rt. Rev. A. N. Littlejohn as chairman. Addresses were made by some of the most distinguished clergymen in the State. It is not practicable here to give them as a whole, but I have made some selections which may show the interest taken in this reform by the clergy, and others which are suggestive as to methods of work.

From the opening remarks by the Rev. S. Irenæus Prime, D. D., on taking the chair:

"Now the State makes the law and is bound to see that the law is executed. It is the duty of Christians, Christian philanthropists, to see that all moral appliances are brought to bear upon the prisoner, so that while the State is punishing him as he deserves to be punished, these moral influences under the Divine blessing shall be employed to renew his mind, his will, and fit him to be restored to a good standing in society, and to become a useful member of the community and of the State. There is no place here for a rose-water sentimentalism that would oftentimes make a hero and a martyr out of a red-handed robber or murderer. But it does become us, as Christian citizens, especially as Christian ministers, to look this question fairly in the face and see whether we have done our duty to the jails and the prisons in our immediate vicinity; whether we have said all that we can say to reform the management of prisons."

Mr. Wm. M. F. Round:

"There are detained in the jails and penitentiaries of this State 15,090 criminals, which is about one-fifth of the entire class. The statistics show, during the past ten years, the increase in the criminal class of this State to have been about thirty-three per cent, while the increase in population is but twenty per cent. Now I feel well as-

sured that if the Christian people of this or any other State will rise in the strength of their divine mission, many of the abuses that now exist in our penal institutions would exist no longer."

From the address of the Rev. Lyman Abbott, editor of the *Christian Union*:

"The question is not one that addresses itself merely or chiefly to our Christian philanthropic feelings. Mr. Round tells me, there are about fifteen thousand criminals in our prisons, jails and reformatories, and that, as nearly as those skilled in such matters can make an estimate, there are five times as many as there are in the penal institutions in the criminal class of this State. And I find that to be about one in every seventy-five of our population."

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The distinction between barbarism and civilization is marked by one thing—the relation of the criminal to the rest of the community. Among the Bedouins seventy-four belong to the criminal class, and one to the law-abiding class of the community, but here the proportion is the other way.

"We make progress in civilization, just as we diminish that criminal class; or, if you prefer, we diminish the criminal class as we progress in civilization, and the measure of evidence and attestation to our Christian civilization is not in the length of our railroads, the magnificence of our palaces, the grandeur of our material monuments, but in the moral education of the people, in the small number of the disobedient, and to the large number of the obedient. The question before us is a vital and a radical one. We have organized certain machinery for reducing this criminal class. Our churches are a part of it; all the educational appliances go to make it up, but chief among them is our punitive system. The avowed object of that system is to shield and protect the innocent, and to redeem and reform the guilty — in other words, justice and mercy. That is its object, avowedly. What are we actually doing to accomplish that object? Let me take a typical history of the criminal. In the first place the boys, the children of these criminal fathers and mothers, are growing up and roaming about the cities, more or less under every evil passion and temptation, and with but small allurements to virtue, Christianity, integrity and uprightness. Thank God, they are not altogether without them, for we have our schools, our evangelical work, etc., which are not to be despised; but let me ask you to take a walk, as I did, not very long ago, through the Eleventh ward, which is one of the most densely populated in the city, and compare the influences for evil with the influences against evil."

"The children there are growing up to be taught crime, and the district attorney tells me that the great majority of the crimes perpetrated are perpetrated by young men between the ages of fourteen and fifteen, and twenty-two and twenty-three. I do not remember the exact figures, but at any rate under twenty-five. The

sins, the earliest crimes, are the small ones. Sometimes it is a murder, or a drunken brawl, but the beginnings of crime are ordinarily the smaller crimes. What are we to do when then the criminal has perpetrated the smaller crime? He is arrested by a policeman, brought before the magistrate, and sentenced to ten days on Blackwell's island. After a short interval he comes out, falls in with old associates, and the thing is repeated. This is done over and over again. There are some men that have been sentenced almost times without number. It is a repetitious process. That is not the case merely in the great cities; it is also true in regard to the country as well.

"Two or three years ago, I became acquainted with Mr. Dugdale, and had some conversation with him. He told me that in one of the county jails, the jailer, as a regular thing, employed during the winter months an assistant, a man who procured a commitment for himself by an unlawful act of some sort or other, to the county jail, and through the winter months boarded at the expense of the State, and received his tobacco from the jailer; and so for this two-fold compensation, performed the office of assistant keeper of the jail during the winter, and upon the return of spring, he went out in the country to commit further depredations, and live in barns and out-of-the-way places. This was repeated again in the following fall.

"*Many of our jails and prisons are but breeding places of vice.* When the typical criminal goes on a little further, graduating from the school of misdemeanor into that of felony, then the law lays its hands on him, and sends him to the State prison. And the two institutions, the county jail and the State prison, are not conducted for the purpose of reforming the criminal, but for the purpose of making money. *The county jail is a boarding-house, of which the profit is pocketed by the sheriff; and the prison is a manufactory, the profits of which are pocketed by the contractors.* If a man steals a chicken what do we do with him? We put him in a boarding-house, and board him there at our expense, and keep him in idleness in the county jail. There is no work, nor any kind of educational system in the county jail. The sheriff receives his compensation for the board of those incarcerated at the county boarding-house, and, as I understand it, it is his interest to have as many boarders as he can. The larger his hotel the better his business."

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"Now, what we ought to have is a labor system, but not to make the most money out of the manufactory, but to make the most manhood out of the prisoners.

"What we ought to have is a system that should so educate and develop habits of industry and the capacity to labor, that when the man comes out he will have fingers skilled with cunning, and brain with ingenuity, and power to make his daily bread by honest industry."

From the address by the Rev. Edward Judson, D. D.:

"I believe this to be a step in the right direction; I believe it to be a step toward placing the church and philanthropy in a close and visible relation, the relation of cause and effect. We complain very much of skepticism in our day, and yet when you say any thing about it you are told that it has always been so; that there have always been doubters; that we exaggerate the increase of doubters of this time; that humanity has always suffered in the anguish of doubt. But there is one peculiarity about it that it is more than ever before finding its way into the hearts of the working people. Generally skeptics have belonged to the leisure classes, and the heart of the workingman has been sound against skepticism. But now if you go and catechize the man at the lathe you find he is a free thinker, and when once the workingman has lost faith in God and in a life to come, we shall find our society tottering upon the verge of a volcano. Why is it you do not see more brown-handed working men in our churches? Was it not true that the founder of our blessed religion was in close sympathy with the working classes? He was not a gloomy and silent fanatic who had kept himself away from the haunts of civilized life. He was not an ascetic, dwelling apart in the wilderness, living on locusts and wild honey, girding his loins with rough camel's-hair cloth. He was a man of force; not a hollow-eyed thinker, coming from the shadows of his study, standing dazed when confronted by the hard facts of a busy, working-day world, but a man of affections, who loved to frequent crowded places, among the nets and fishing smacks of the Galilean lake. He even scandalized people by his sociability. Workmen felt that here was their friend. Is it true in the present day that workmen are crowding into our churches? Philanthropy is so far separated from the church, though your deep thinkers on all sides perceive the relation. They trace back its sentiment of universal brotherhood, this feeling of compassion for the lowest and the last — they trace it all back to the influence of Jesus Christ. But most people do not think as deep as that. They want to see this relation before their face and eyes, and so it seems to me important that the church should sustain the closest possible relation to philanthropy, even the relation of cause and effect. And if the Christian church thinks its duty is done when it has opened a preaching place — when it simply presents a doctrine and an idea — and says to the people, you come in here; we shall be glad to see you; it will be for your good, and if you don't you will go to hell. If the churches fail to grapple with these great social questions, we must confess our modern christianity is a failure. What machinery would you devise apparently more perfectly adapted to clean up the vice and misery of this city than this net-work of churches? You have to go only a little way — a block or so — and you see a sacred building, and at the base of the tall spire which points toward the sky is a group of men, women and children who call themselves disciples of a man who not only had a doctrine, but who went about

'doing good.' If each one of us had regard to the wretchedness and vice immediately encompassing that church, what a machinery we should have for cleaning up the poverty and vice and misery. If each church looked after the little children, and the helpless and the drunkards and criminals about it, what a power would the church become and have; in the heart of the workingman would faith in christianity be restored? And I believe we ourselves will suffer in our influence as Christians and as ministers, as well as our churches, if we fail to be in perfect harmony, in deepest sympathy, with this great movement presented to us to-day."

From the address of the Rev. J. R. Day :

"I remember one more instance where it seemed to be possible for prisoners of both sexes to stand at the grated door and talk with one another. More than that, it was found possible for them to pick the lock and have common ingress and egress to each others cells. That, like the other, is but a single instance. I presume that the secretary of this association could point to many more. As long as there is *one* such case it is the duty of the Christian church to enter a protest; and not only that, but also to reach forth the hand of mercy. If it is true that there are many such cases, perhaps the Christian church has more to do in these matters than she has imagined. With this conviction I felt compelled to come here to-day and listen as well as to declare my sympathy with this work. I have no sympathy at all with the idea of turning prisons into palaces; and I abhor and detest the sentimentalism that will strew flowers in the cells of criminals, and send our wives and sisters to weep around them while they are being hung. I had rather see the flowers strewn over the graves of the victims. However, I do believe it to be our Christian duty to take hold of and use every means we can to lift up this prison system upon a plane of Christian decency and mercy, and christianize the prisons as well as all other departments of human thought and human endeavor."

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"You are probably well aware of how these criminals seek to regain their citizenship, and to take their places again in society. Alas, they find it almost absolutely impossible. We preach mercy, and fear to give it, or do we know how to do it? Our wives and sisters talk of mercy; their hearts yearn for these cases of misfortune, and yet they feel they cannot do the work required without compromising themselves in their social relations. So these poor creatures try to work among their kind; but they are tainted with this thing, and by and by among their fellow-employees a combination forms against them, the boss turns them off, and the employers will not take their part. It has not been three weeks since I had just such a case come to the parsonage of the church which I have the honor to serve. I actually did not know what to do. They have asked me: 'What shall we do? Shall we say we have been

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criminals?' And I replied: 'By no means; do not ever confess it; do not ever hint the thing; take your place in the world, and go on until you are found out, and then make the best of it, and then go on to another place until you are found out, and if I can help you I will do it.'

"So I am glad this organization is taking hold of that department, so that there may be some head-quarters to which we can send such men and women where they may receive substantial aid and be helped to places of employment. I have no doubt we have turned away from our doors many who have just gone out into the street in desperation, and broken through a window with the purpose of getting back again into comfortable quarters, where they could get a crust of bread, at least. But now this class of men can come to the rooms of the Prison Association and find sympathy and practical help, and it remains for us to aid in forwarding the work."

From the afternoon address of the Rt. Rev. H. C. Potter, D. D.:

"I think Mr. Round in one sentence has touched the nerve of the situation, and I want to return to that in connection with what I want to say. Speaking of some of the jails in this Commonwealth, he said that they were as bad as those which Clarkson found when he first set himself to visit jails in England, and for precisely the same reasons. He found them so because there was a wrong idea in the public conscience in regard to them. The reformatory efforts of a man living years ago are not going to keep that conscience alive and sensitive unless quickened by very stern facts. The work which Clarkson did a century ago has to be done over again, and the first step in that work is to awaken the public conscience to a sense of the awful condition of things with which, as we are plainly told here to-day, we of this community are disgraced. Crimes are perpetrated in the cover of our jails and prisons; the laxity and moral corruption which obtain there, the degradation of what is almost innocence; partisanship and political power which uses these institutions for purely political purposes, and, worse than all, that guilt which belongs to Christian ministers and Christian people alike, who are willing that these things shall continue to exist. And so, Mr. Chairman, I thank my brother who brought together this meeting and this whole argument to something like a focal point."

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"The difficulty of our times is that we have lost the idea of the prison as a reformatory institution. The way in which these prisons are known to be the schools of every sort of evil ought to make us realize how much they are the *kinder-gartens*, so to speak, of criminal life, in which youthful offenders are trained in the arts and vices of the professional criminal."

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"You know there is a great deal of typhoid fever in New York now. It is a significant fact that it is not only in the tenement-houses but in Fifth avenue. Well, sirs, it is a physiological fact

which has its suggestions. When the physical condition of a great city becomes corrupted through bad sewage or from any other reason, you cannot build a wall around the rich and influential and say that the disease shall not touch them. It comes on the most prominent and lays its hand on those most delicately nurtured and carefully shielded. Just so you may be sure that the evil that is opened up before us to-day in the prison house will, little by little, widen the circles of its influence until it corrupts our whole moral structure."

From the address of the Rt. Rev. A. N. Littlejohn, Bishop of Long Island, on taking the chair at the evening session:

"I think we realize more and more every day that the real rulers of our Commonwealth are not the legislators, or the laws they make, or the officers elected or appointed to execute those laws, but what we call public sentiment, from which all those who are elected derive whatever authority they possess. Now this power, called public opinion, so supreme over every interest, has been so educated and enlightened that we have not to complain of it because of its willful ignorance, or injustice, or inhumanity, or settled apathy, but rather for a certain slackness in grappling with evil and with the wrongs brought to its notice, a quality that, I suppose, would be called in business and intellectual matters laziness. Now this is the aspect of public opinion with which we have to deal in presenting the subject which has called together this meeting.

"And I suppose that we may make up our minds that we have to do in this case exactly what has been done so often in days gone by, when great evils were casting their shadows over the land, and corrupting its life. And what is that? We have to convince and persuade the public intelligence, by facts and arguments that leave no room for cavil or contradiction; to arouse the public conscience to concentrate and direct the energy of the public will. And how are we to do it? I suppose by pressing home moral considerations which touch the heart. This will be the aim of the able and distinguished speakers who will address you to-night. A single word more. We, as a people, have been by very high authority warmly praised for our vigilance and energy in dealing with great duties in the State and in society. And we have been correspondingly criticised and censured for our carelessness and indolence in regard to the minor duties. Now it must be, if we judge by the manner in which this community has thus far treated the grave problems which our Prison Association has undertaken to solve—it must be that public opinion among us regards this as belonging to its less important duties. I am sure that what you will hear to-night will convince you of the contrary, and all I have to say is, that if so, we have a right to expect—nay, we have a right to claim, in the name of justice and of humanity, and of the fair fame of our Christian civilization, that your action will be elevated to a level at least with your religion."

From the address of the Rt. Rev. H. C. Potter, at the evening session:

"Now, ladies and gentlemen, there are two supreme crises in the life of a prisoner, of which most of us are apt to think very lightly. One of them is that crisis when, the first time, a man finds himself within the prison walls. Here is a young man, let us say, just on the threshold of life, placed in some position of trust. He is overcome by the sudden and strong temptation, detected in his crime, and sentenced to serve a penal sentence. What, if you and I were called upon to give an ideal of a prison and its administration, what would it be? What would be our method of treatment for such a youth? First of all, just because he is a youth, we would see to it that when he entered prison walls, he was carefully segregated from that other large class of criminals, those men who spent their lives in crime of all kinds. Just because he was inexperienced, we would see to it that he was carefully isolated from that class of men who would most surely educate him in every vice of which he was ignorant, and with which they were familiar. We would see to it that, because this was his first offense, he should, first of all, be isolated from all contact with his fellow-men, in order that, for certain hours each day, he might have an opportunity to recollect himself, to review his life, and in the seriousness of such consideration, to recognize his own misstep. And then, on the other side, you would be very careful that, while he was isolating himself, his hands, if not his mind, should be well employed; that he should be kept busy at some wholesome and productive industry; and then, at certain times, he should be brought in contact with a different class from those of the convicts as were hardened—such as the governor of the prison, or the chaplain—that his mind might be brought to look courageously at the results of his wrong-doing, the possibilities of his reformation, and, most of all, to that mighty power who has offered to deliver him from the bondage of sin.

"That is the picture of an ideal prison treatment.

"Where in the land should we find the reality? We were told, at our meeting this afternoon, of a jail, where a lad of twelve years, convicted of petty larceny, was found in the company and in the cell with four criminals, each of whom had lived almost a life-time of crime, and each of whom was steeped in vice. Whatever might have been in that boy's mind when he was thrust into that cell, even if it were only a mere faint flickering of longing to be more decent, and better and nobler than he was when he came there, what do you think were the chances, when he came out of that cell? No retribution could be more bitter, more dark, or more terrible than the appalling doom of being cast into that crowd of men, every word and touch of which stained, and defiled, and damned him. There is another crisis in the life of the criminal, and that is the crisis which comes when the prison doors are opened, and he emerges, at last, a free man. And here, again, you can imagine an

From the address of the Rev. Howard Crosby :

"The Prison Association has been in operation for many years. It has received, very properly, the recommendation of the authorities, and has given to it certain powers. Just as we have a written law and an unwritten law, and the written law very wisely recognizes the unwritten law, so the official authorities recognize these unofficial, voluntary societies, and give them what help they can. Through the agency of the Prison Association a vast amount of benefit to our prison system has already accrued."

"Now, there are two very opposite views, held by the extremists, with regard to prisons. They are the old barbarous theory that a prisoner, a man convicted and condemned, was no longer a human being. He could be treated as a beast — nay, no one would treat a beast as one might treat such a criminal. Any degree of indignity, insult and injury might be dealt to him, and it would be only in accordance with propriety. The old barbarous system. We have on the other hand, the extreme philanthropic system, so-called, where the prisoner is looked upon as a sufferer only, and not a sufferer because of his own crimes and for the good of the State; where he is, therefore, coddled by the affectionate public, where he is made to live in a quasi luxury, and where all the sting of the imprisonment is removed. We believe in neither of these extremes, but between the two there is a rational human style, of looking after the prisoner, though he may be righteously condemned and imprisoned as a prisoner; which should be the mode of operation with us to-day. We do not practically adopt this middle mode. And why? Not because the theory is not agreeable to us, but because of the fact that we have so largely men placed in stations of responsibility and authority connected with the prisons, who are unfit for the place.

"We are too apt to look upon a man who has gone through his term of imprisonment as a man to be avoided. And there we are to turn over a new leaf in our own private morality, in our own personal religion. We are to go to the man who has served his time in the prison, making the approach to him as his helper and guide."

At the afternoon session of the conference, following the address of the Rev. Dr. Day, the following resolution was offered by the Rev. J. B. Morse, one of the efficient chaplains of the Blackwell's Island penitentiary.

Resolved, That we heartily approve of the purpose and work of the Prison Association of New York, and most earnestly commend it to the consideration and support of Christian churches throughout the State.

Resolved, That we hereby recommend each of the churches throughout the State, upon one Sunday in the year, to consider the relation of Christian people to the reformation of criminals.

And we further recommend that a committee of this body be appointed by the chair to fix upon a Sunday for such consideration, and to give notice of the same to all religious societies throughout the State.

Remarks of the Rev. J. B. Morse, on offering the resolutions:

After reading the resolutions, Mr. Morse spoke as follows:

"In regard to these resolutions, I will simply say that in my experience as one of the chaplains, I have found this Prison Association very cordial and efficiently co-operative in every effort I have made for the reformation of the discharged convicts.

"There are those now working at their trades who have been assisted in obtaining their tools for their various occupations.

"There are those who have gone out of their homes, who have been aided by this association, and also those who have been sheltered, lodged and fed, assisted in obtaining clothing, cheered, and sent on their way rejoicing, who are now leading lives of sobriety. So far as I have applied to this association, I have found them ready and willing to co-operate, and the only hindrance has been the want of more funds, so that instead of only sheltering them for a little while, if they could be placed in more distant homes, or situations, which can be done with little means, so that they could do for themselves."

The motion of Mr. Morse was seconded by the Rt. Rev. H. C. Potter, and the resolutions unanimously adopted.

In accordance with the above resolution, the chairman appointed a committee of five well-known clergymen, to which was added afterward the name of your corresponding secretary. The 26th of October, 1884, was fixed upon as a suitable day for *Prisoners' Sunday*, and a circular was issued, and sent to all churches throughout the State. In the circular, it was recommended that on the day named, "the churches throughout the State, in their services and sermons, give prayerful consideration to the duty of Christian people toward the criminal classes; both those who are in, and those who are out of prison."

To what extent this recommendation was observed, the following report will show.

"NEW YORK, November 20, 1884.

"To the Executive Committee of the Prison Association of New York :

"GENTLEMEN — In accordance with a vote passed at the ministers', a conference, held in the interest of your association last February, a special committee was appointed to fix upon a suitable day for the observance of prisoners' Sunday, and to invite the ministers and religious congregations throughout the State to consider, upon that day, the relations of christianity to the criminal class. That committee begs leave to report to you as follows: In accordance with

their instructions to fix upon a date, the committee named the 26th day of October, ultimo, as the day for prisoners' Sunday. Circulars were at once issued to nearly 3,000 clergymen, inviting and urging an observance of that day. Notices were sent to the press, religious and secular, asking their interest in the matter, and to the local committees of the Prison Association asking their co-operation in their several localities. So far as your committee has been able to learn, prisoners' Sunday was observed as follows:

"In nineteen prominent churches in New York city, and in 174 churches in other parts of the State, sermons were preached upon the subject suggested. In more than 800 churches, reference was made to the cause of prison reform, either in prayer or in special remarks. In churches of nearly every denomination throughout the State, the work of the Prison Association, was made a subject of prayer. Although collections of money were not asked in the circular issued by your committee, collections were made in fifteen churches, and the amount received directly therefrom is in the aggregate of \$200.17.

"In nearly all the larger cities, newspaper reports of services and sermons observant of prisoners' Sunday were printed; many of these reports included appeals to the public for their support to the specific work of your association." Your committee wish herein to express hearty thanks to the clergy of the State for their prompt and general co-operation in this most worthy movement, and to say that but for the distractions of the political campaign, it is believed there would have been even a more general acquiescence in the desire of your association, touching the observance of prisoners' Sunday by sermons and special services in the churches.

"All of which is respectfully submitted.

"ARTHUR BROOKS, *Chairman*.
M. B. ANDERSON,
WM. M. TAYLOR,
J. R. DAY,
HOWARD CROSBY,
W. M. F. ROUND, *Secretary*."

The idea of a prisoners' Sunday met with favor not only in this State, but elsewhere. In many churches in Connecticut, Massachusetts, New Jersey and Maryland there were special services, and the Rev. Dr. Byers, Secretary of the Board of Charities of Ohio, issued a circular letter which led to a wide observance of the day in his own State. The interest aroused in our work by this day of prayerful consideration has been very marked, and I would respectfully recommend that its observance be continued from year to year.

PUBLIC MEETINGS.

It will be accepted by you I believe as an evidence of the increasing interest in our work, when I say that the difficulty of getting people to attend our public meetings no longer exists. With the

help of our local committees we have held public meetings in several churches in New York city, in Brooklyn, in Morrisania, Harlem, Troy, Plattsburgh, Hudson, Poughkeepsie, Johnstown, Gloversville, Watertown, Rochester, Rome, Syracuse, Goshen, Oswego, Schenectady, Canton, Monticello, Sing Sing, and meetings of committees and prominent citizens in a considerable number of other places. These meetings have been uniformly well attended. They have been fully reported in the local papers, and have resulted in strengthening our influence and bringing to us something in the way of pecuniary support. During the year just closing an important factor in creating an intelligent public sentiment in regard to prison matters has been the *National Prison Association of the United States*.

This society was organized in 1871 through the efforts of the Rev. E. C. Wines, LL. D., who was then, as you know, corresponding secretary of this association. It had a brilliant and useful activity for some years; but upon the death of Dr. Wines, it became inactive. Early in 1883 we received a letter at this office from Z. R. Brockway, Esq., the superintendent of the Elmira Reformatory, urging its reorganization. Under your direction steps were taken in the direction of such reorganization, and a meeting was held at Saratoga in 1882, in connection with the meeting of the American Social Science Association, at which meeting life was found not to be wholly extinct in the old National Prison Association, and by the unwearied efforts of a few zealous souls, it has been fully resurrected, and promises to attain once more its old position of usefulness. Under its auspices three prison conferences have been held; one of these being the annual meeting of the association held at Saratoga last September. Growing out of the work of the National Association there was a remarkable interesting conference of prison officials held in Chicago last December. The questions of prison labor and prison discipline all have never been discussed with more earnestness, and as nearly all the members of the conference were practical prison managers and the wardens, the discussions are likely to bear immediate fruit in the internal improvement of prisons. This conference, which I attended as your representative, was replete with suggestions that can be of great value in our own State. I do not give the notes of the discussions in full, as they will shortly be published as a document of the National Prison Association, into which society the Chicago conference merged itself as an auxiliary association. The closest and most friendly relations have existed between our own society and the National Prison Association, and I have continued to make our office the bureau of the latter organization.

THE LIBRARY.

There has been the usual growth in our library; largely, this growth comes from the receipt of the reports of institutions. These are all carefully preserved. The work of indexing the set of reports still goes on in the intervals of pressing routine office work.

Already the first eighteen volumes of the association's reports have been indexed. It is my intention, with your permission, to undertake the raising of a special library fund, that the valuable works that are now here may be properly bound and arranged, that a careful catalogue may be made, and that later works on penology may be obtained. In this connection, I beg leave to use the medium of this report to ask our friends, in all parts of the country, to send us donations of books and pamphlets on prison subjects and, especially, any back numbers of our annual reports. Several large public libraries have applied for sets of our reports, and we have been unable to supply them. They are entirely out of print, while their possession would enable us to make some advantageous exchanges. In this connection let me express, in behalf of the association, the grateful appreciation with which the reports of institutions are received. By them, the condition of penological science throughout the country can be gauged—and in their preservation, we record the history of the prison reform movement. These reports are generally written by practical men. They are *an covenant* with the discussions of the day. How valuable they are, you will readily see by the following brief extracts, selected because of their special bearing upon certain much vexed questions that are now forced upon our consideration.

CRIME CAUSES.

"The statistical tables of this prison show that, among the numbers received (and the proportion is nearly the same, year by year), over forty per cent are under twenty-five years of age; nearly all of these young prisoners, and over eighty per cent of the entire number in prison, are serving their first sentence to a penitentiary. Over eighty per cent have never been apprenticed to a trade, although nearly all profess to have worked at some form of labor. Intemperance is a prominent recruiter of criminals. Illiteracy, or the lack of an ordinary common school education; ignorance of a mechanical trade, or inability to procure work, and in many cases vicious surroundings in early life, are all leading causes of crime." [Warden's Report, Western Penitentiary, Penn.]

"There is a natural disposition to distrust a discharged prisoner. This is a part of the penalty of his sin, which he must meet and bear. He is conscious of a stigma, which he fears every one he meets recognizes as pressed upon his brow. It makes him sensitive to rebuffs. It makes him quail under the scrutiny and inquiries of a man who is simply just, without supposing that he should, also, sometimes be merciful and helpful to those who have fallen. Now, it is that a few kindly words, coupled, as they may be, with the Master's encouraging rebuke, "Go, sin no more," will fortify him in his struggle toward the fulfillment of his purpose. It is hard for him, friendless and conscious of the dark burden which he carries, to obtain the position in which he can prove, by his works, the

earnestness of his promise made when the clangor of prison doors and demands were about him. Some failures and disappointments he had reason to expect, and had painted to himself. But these repeated, again and again, unsettle the foundations of his good decisions, which served as a buoy, when he first struck out into the selfish and rushing current of the world's activities." [Chaplain's Report, Western Penitentiary, Penn.]

PRISON LABOR.

"While the production of granite is to be the industry for the employment of the convicts at this prison (and I have orders for millions of paving blocks and thousands of feet of curbing for sidewalks), it will be necessary to have sure and speedy railroad communication with the trunk lines. And as to the desirability of working prisoners in quarrying and dressing granite, slapping the curbs, and making the paving blocks, I am fully impressed with the belief that it is the industry above all others at which they should be employed. In the first place it is hard labor, and that seems to be the expectation of the law-makers who provide the terms for the different classes of crimes and of the judges who impose the sentences. In the second place, it develops the physical man, and, with the newly-acquired feeling of pride in his strength, comes the desire to exert himself to discover how much work he is capable of performing, and generally he grows fond of the labor. By judicious encouragement he grows more ambitious and strives to excel his fellow workmen.

"The third part of the proposition follows naturally: when a prisoner becomes industrious and skillful he is already more than half reformed, and it needs but little more to convince him that it is a better policy to be honest and have the benefit of his labor for himself than to follow a career of crime which will surely deprive him of his liberty and of the wages he might earn if he were free.

"We have notable instances of prisoners who have always followed an idle life, and of others who had become wrecks through the use of opium, who have developed into sturdy and industrious men, no longer shirking toil, but eager for the arrival of the hour when work commences, and loth to leave their tasks when the signal is given to cease labor. Less than a year ago we commenced the dressing of stone in the prison yard, and we have already developed some first-class workmen who had never handled a stone hammer before that time."

* * * * *

"and prevent even ten each year from returning to their criminal habits, the State has incurred no additional expense, and ten criminals have abandoned their former habits."—[Warden's Report, San Quintin State Prison, California.]

"Independently of any income derivable from the labor of convicts, the imperative necessity for constant employment remains for both the moral and physical health of the convict. The social problem of reformation can only be worked out in the individual by habits of

industry compulsory learned, and continuously exercised until the habit is fixed and easy, together with a sufficient education in some trade or occupation at which, when liberated, the unfortunate convict can earn an honest support. A great many convicts are young men, without profession or trade and with no fixed habit of industry. There is no good reason why they should not leave the prison much better men than when they entered, and with sufficient skill acquired in some field of industry to enable them to live well and honestly thereafter. To attain this result has been my chief aim in the management of this penal institution and not to make it secondary to the possible income to be derived. The strong feeling existing among the laboring classes against the competition of convict labor has made it exceedingly difficult to secure the most remunerative employment for the convicts, but they have been constantly employed under the immediate charge of competent foremen; and, whenever employed upon materials other than those furnished by the State, the system adopted has been the 'piece plan,' every article having been manufactured at a price agreed upon per piece. This system, when fairly inaugurated, promises to remove the principal objection to convict competition, viz.: its cheapness, and, at the same time, to provide the most equitable and just compensation to the State for the labor of the convicts. The convicts are wholly in the charge of the prison officers and not subjected to the influence of contracting parties."—[*Warden's Report, San Quentin State Prison, California.*]

"The 'piece price' plan for the employment of inmates, to which the general superintendent refers in his report, indicates a way out of the present embarrassment in connection with the use of contract labor in prisons, to which your attention is particularly called. We approve his suggestions, and trust they may be made to assume practical shape in the industries connected with prisons here and elsewhere."—[*Managers' Report New York State Reformatory, Elmira, N. Y.*]

"The attempt is here made, and with reasonable success, to mainly direct the mental operations of the men during all their working hours. When awakened by the early morning bell, they quickly feel the tension of their surroundings, a day's duties to be done, and a day toward home to be lost or won, the toilet, care of room with its scanty furniture, every act in public, the labor required, the necessary preparation for school and examinations can be and actually are so arranged as to steadily occupy the mind until two bells, sounding the "out lights" signal at nine and a half o'clock, every healthy man soon falls asleep. Without such constant, directed mental occupation the memory revives the impulses of the former life, or the imagination furnishes food for the vilest passions to feed upon, an opportunity is offered for the fascinating schemes of future plunder; while with such systematic, controlled occupation the man may be moved (cultured) in almost any desired direction. I am not unmindful of the moral responsibility, imperfect and human as we

all are, of assuming such a prerogative as the direction of a mass of mind for a considerable period of time, and especially if during the formative period of life; but the alternative is worse; left to themselves, they have been proven unfit for free life, having brought themselves and their relatives to shame, there is no alternative of choice. Whatever the risk and responsibility, the government of a real reformatory must seize upon and manage the minds of their men."

* * * * *

"Every prisoner on admission to prison should be at once put upon his own resources for his living, and when the lack of ability to earn is so great that he cannot subsist by his own voluntary efforts, he is a pauper, and should be so treated in prison, as such persons are outside. A system of prison labor by which each and every prisoner shall be placed as to economics, on a similar basis to the actual citizen, and with similar, though necessarily diminished opportunities of legitimate expenditure, out of his own earnings, is exactly what is desired." [Superintendent's Report New York State Reformatory, Elmira, N. Y.]

"No one questions that all productive labor, wherever performed, is competing, whether inside or outside of prison walls; but from frequent and exhaustive examinations in this subject it has been fairly conceded that the amount is not appreciable, and any fair examination of labor statistics will prove it beyond doubt. All of our prison labor is a very small fraction in a great population like that of Pennsylvania. The question is labor for the prisoner, and if labor, productive labor, for if unproductive, it means return to the "tread-mill," which at one stride returns to barbaric degradation. Lack of labor is enforced idleness, which is not only destructive to health, morals and discipline, but illegal. This is our own view of the question, and we commend the subject to your most serious consideration." [Inspector's Report Western Penitentiary, Pa.]

PRISONER'S SHARE IN EARNINGS.

"The former administration inaugurated a system of 'per diem' compensation to all the convicts working in the shops and earning any revenue for the State, for each day's faithful and industrious labor, and strict obedience to the rules of the prison. When all who can be employed are at work at the different industries, this system creates an expense of about \$15,000 per annum. This system was inaugurated before I had an opportunity to investigate its theory and possible results. Taking a strict utilitarian view of the matter, we have an increased annual expense of at least \$15,000. To offset this there certainly are immediate benefits derived in a more cheerful subordination to the regular discipline of the prison, and a greater personal interest by each individual in his work. The earnings of the prisoner he is allowed to save as against the day of his liberation, or to spend in the commissary for such articles of food as will to some extent ameliorate the prison diet.

"This has a three-fold benefit to the convict :

"*First.* He learns that the reward of industry and cheerful obedience to proper discipline is immediate, and however small the reward (being only ten cents per day), properly expended, it materially benefits his condition.

"*Second.* The purchase of little supplies, even in the limited quantities procurable by this means, is a change of diet earned by labor and good behavior, and materially aids in maintaining the phenomenally good health condition observable at this institution.

"*Third.* By the exercise of proper economy, a small capital can be secured, with which, at the expiration of his sentence, each convict can re-enter a free life not dependent upon the charity of the world, or compelled to illegal and vicious practices for means of sustenance. Those having families secure at least a portion of the means needed to guard their little ones from the pathway of vice.

"If we consider the absolute outlay by the State for the conviction of each felon to be at a low estimate \$1,500, and it can be in time demonstrated that this system will aid in the reformation of convicted felons.

"Good blacksmiths also have been developed in the shop where the tools for stonecutters are sharpened and tempered.

"The fact that the prisoner learns a trade which will be of use to him as an individual—not needing the combined work of several, or the capital of a corporation to make it available—is what appeals strongly to his common sense; he knows that there are stones to be quarried and dressed in all parts of the world, and that he needs only his muscle and a few simple tools when he finds the opportunity to work." [*Warden's Report, Folsom State Prison, California.*]

REFORMATORY.

"The question is no longer simply confined to the best plans for detection and punishment, relying only on the deterrent power of the latter, but by organized effort in form of prison associations to arrive at the best practical methods for the reformation of the prisoner, that he may, at the expiration of his sentence, be restored to society, not as a wild animal to prey upon it, but stimulated to lead a lawful life and honestly bear his share of its duties." [*Inspector's Report, Western Penitentiary, Penn.*]

INDEFINITE SENTENCE.

Considered only as deterrent punishment, the principle of indeterminate sentences for all kinds of crimes and all classes of criminals will secure to the State adopting it and adhering to it, the largest measure of security against crime and criminals of every degree.

"It is a mockery of justice and confession of the inutility of the present system to be sending so many men and women to prison for third, fourth and fifth terms." [*Hon. Geo. W. Burchard on Indefinite Sentences.*]

"It is absolutely impossible to make a single institution a good house of detention and a good house of correction. The sheriff feels on the one hand that detained prisoners should be treated with humanity, and to do it he is compelled to relax unduly the discipline of the convict class. On the other hand, his common sense condemns soft beds and luxuries for the tramp and the petty thief, and in the effort to avoid this evil, the detained prisoner suffers. With so small a number of convicts, he finds it impossible to establish suitable labor, discipline and diet, and abandons the attempt in despair. The industrious citizen is taxed unduly to build jails large enough to keep them and to maintain them in idleness. The only remedy consists in the complete abolition of the present county jail system, making our county jails simply houses of detention in which the imprisonment of convicts is forbidden, and establishing district houses of correction in different parts of the State, to which all sentenced prisoners not sent to the reform school or State prison should be sent and made to earn their way. They can be built at much less cost per inmate than jails, and the saving to the counties in reduced cost of boarding prisoners will far more than pay cost of transportation. This plan is not a matter of theory. Such work-houses are in successful operation in Detroit, Milwaukee, Chicago, Pittsburg, Cleveland and other cities, becoming in some cases a source of revenue, and in all cases producing great improvement in dealing with petty offenders."

"People have little idea of the mischief that is done to young men in jail. Old hardened criminals have nothing to do but teach young men all the badness they know; they fill their ears with stories of how somebody 'held men up' and got rich and lives in a brown stone front; and we know such things are not true." (*Report of Hastings L. Hart, Esq., Secretary State Board of Charities, Minnesota.*)

Michigan.

The State Board of Corrections and Charities of Michigan have presented to the Legislature, now in session, a bill revising and consolidating the prison laws of that State and embodying the features generally recognized by prison reformers to have been proved successful innovations upon the present general methods of dealing with convicts.

The attempt is making by this bill to unite the two prison boards in one non-partisan board to establish a system of grades commencing with one as a State prison and ending with the other as a reformatory, to introduce the indefinite sentence and ticket of leave plan, to have the appointment of wardens rest with the prison board instead of being made by the Governor as a reward for political services, as has always heretofore been the case. Some abuses which exist on the part of sheriffs in the transfer of convicts from jails to prison will be done away with by having a prison officer bring them as

soon as sentenced. Another bill preferred by this board proposes to make the office of jailer continue during good behavior and efficiency instead of an elective term of two years, the jailers being appointed by the board of supervisors and removable for cause by the circuit judge. Another bill provides for labor in jails, and that all jails hereafter constructed shall have an inclosing wall and be built upon a plan to be approved by some State officer or board. Still another bill provides for a State agent for discharged convicts.

INSPECTION.

In the matter of inspection of our penal institutions we have perhaps never been more thorough than in the year just closed. In many of them there has been no change from the conditions of previous years. I have not thought it best to repeat here the reports thus given precisely as they are easily obtainable by those who wish to study them. In making a report on the inspections of 1834, let us begin with the county jails.

Albany County.

Jail at Albany. Visited in February. Several improvements noted in cleanliness and sanitary arrangements. The sheriff making an effort to separate old and young offenders, but not wholly successful owing to the meagre accommodations of the prison. Food of good quality and no complaint as to its abundance. No labor in the jail.

Broome County.

Jail at Binghamton. Visited January 14th. The condition of the jail is indicated by the two following reports sent us by our local committee in the county:

Your committee for co-operation appointed to examine the jail and report upon its condition, have the honor to submit the following. On January 8th, 1833, we visited the jail, and through the kindness of Mr. James Brown, the newly-elected sheriff, were enabled to make a thorough inspection of the whole building. On the south side of the jail, there are ten cells in two tiers, one above the other. On this side only one prisoner is confined, he awaiting the date of his execution for murder. On the north side is found the same arrangement of cells and occupied by six prisoners. The bedsteads are of iron fastened to the walls, upon which were mattresses filled with straw, or some like material. The coverings were the ordinary gray or brown army blankets. This was the entire outfit for a bed. Your committee found only three of the mattresses that were fit for a human being to sleep upon; the others being black and stiff with filth. The cells are filthy and show abundant evidence of being inhabited by vermin. The cells open into halls or

corridors which are used by the prisoners in common during the day; and are also very dirty, indicating that tobacco chewing is the chief exercise of the inmates. At the west end of each corridor on the north and south sides are self-acting water-closets which are in fair condition. The ventilation is very imperfect, particularly at night, when the solid iron doors are closed, there being but one place of entrance, and one of exit for air, and these but six inches in diameter. During the day the solid doors are left open into the outer hall, but no means are provided by which fresh air is admitted into this room. The cells and halls have been repeatedly whitewashed from year to year, until a heavy coating is upon them, making a secure retreat for vermin.

Outside the building is a high board fence to the top of the windows less than six feet distant, shutting out the sun-light to a large degree, making the lower cells quite dark during a greater part of the day. The prisoners are unemployed during their imprisonment, and their time is passed chiefly in card playing. Religious services are usually held in the jail every Sunday by members of the Young Men's Christian Association, which consists of bible reading, singing, short exhortations or talk. The county is not at any expense for these services.

Since submitting the foregoing report, your committee have again visited the county jail, and now have the pleasure of presenting another picture for your consideration. Sheriff Brown, under direction of the Board of Supervisors, has had a force of men at work, and the whole interior of the building has been most thoroughly renovated. The walls have been scraped, and all that whitewash, putty and paint could do, to make the cells and halls fresh and clean, has been done. All possible hiding places for vermin have been closed, and a general air of neatness pervades the place. When your committee states that many wagon loads of filth and scrapings from the walls have been removed, you will have some idea of what has been done in the way of renovation by the energy of Sheriff Brown, backed by the board of supervisors. We deem it but just to the authorities now in charge to make this second report.

In this connection, it may not be amiss to state that on my return to New York from Binghamton, I immediately forwarded to the local committee of the county the following letter to be laid before the Board of Supervisors of Broome county.

PRISON ASSOCIATION OF NEW YORK,
OFFICE OF THE CORRESPONDING SECRETARY, 65 BIBLE HOUSE,
NEW YORK, January 15, 1833. }

To the Honorable the Board of Supervisors of Broome County,
New York:

GENTLEMEN—As an officer of this association, and in compliance with the provisions of our act of incorporation, I visited and inspected the jail of Broome county, yesterday. I have not yet writ

ten out my report, or I should inclose a copy to you, but beg leave to submit a few notes, feeling sure that I have only to indicate to you the atrocious condition of your jail, to secure an immediate change therein. I find the corridors unnecessarily dark on account of the cast-iron gratings, which could be replaced by light steel bars that would afford equal or even more security, and admit light much more freely. The walls are foul with successive coats of whitewash and filth, all of which should be scraped off, and two or more coats of paint used instead. The floors are also saturated with filth and alive with vermin; they should be scrubbed with a strong solution of borax, when dry the crevices filled with powdered borax or insect powder. There are, I notice, wooden hand rails to the stairs and corridors; these should be replaced with iron, to avoid joints in which vermin can gather and breed. The bedsteads are very much out of repair, and the loose strap-iron hanging in them would furnish skilled burglars or other ingenious prisoners with abundant material for saws and knives. As a mere suggestion I would name as a substitute for the strap-iron, a strong strip of canvas, with eyelets worked in the edge by which it can be attached to the frame. The mattresses should be renewed, and there is no mattress better than a strong bag of ticking, with an over-lapping flap secured by tie strings. In such a mattress the straw can be frequently renewed, and at a small inconvenience.

The absence of bathing facilities and of suitable ventilation will at once suggest to you improvements that are imperatively demanded.

I find the wall of the jail much defaced by pencil writing and drawings of a bad character. Should you make the improvements that I believe you will, I would suggest that you hold your sheriff responsible for any such defacement that may appear, and let him protect himself by an application of the law to such as he finds to have engaged in the defacement of public buildings. Both last year and this, I find the jail exceedingly dirty. There seems to be no reason why this should be, since your prisoners can be employed in cleaning, and there is a perfect justification for your officers to withhold rations from any prisoner who has failed to comply with proper rules as to order and cleanliness.

In order to acquit myself of my presumption in making these suggestions, I beg to call your attention to the laws of the State, touching the powers of inspection, etc., vested in the society which I have the honor to represent in signing myself

Your obedient servant,
WM. M. F. ROUND.

Cayuga County.

Jail at Auburn. Visited in April. The sheriff had made several improvements, looking to better ventilation and separation of the criminals. Much cleaner than when last visited. No labor.

Chemung County.

Jail at Elmira. Visited in January. This jail is badly arranged. Water supply and bathing facilities insufficient. The cells and corridors very dirty. The atmosphere foul. A large parcel of insect powder and bellows lying on the stairs — presumably for common use. The bedding foul. There were fourteen prisoners spending their time in idleness, and I suggested to the keeper that he should set them to work to clean up their quarters. He thought that it would be difficult to set them to work, and I ventured the suggestion that he should stop further rations to the convicted prisoners, until they had scrubbed up their quarters. There was ample provision for separating the different classes of prisoners.

Clinton County.

Jail at Plattsburgh. A wretched jail. Some improvements made in making additional rooms for the separation of young and old offenders. The structure, however, is bad. A gloomy, demoralizing, damp place. Notwithstanding the officer's really conscientious endeavor to keep it clean, it was full of vile odors. Infested with rats — that almost ran across our feet as we went into the perpetual night of its cells. This jail is a disgrace to the county and State.

Columbia County.

Jail at Hudson. Visited in April. An unsafe jail. There are frequent escapes, and the jail is so constructed that the keepers are in danger from violence, every time they enter the jail. There are lurking-places where criminals can stand and attack them at an advantage. During the past year the sheriff of the county has been so attacked, and nearly lost his life in an encounter with two desperate prisoners. His zealous struggle to defend himself and prevent the escape of the prisoners was most creditable to his courage, but did not save the disgrace to the county of allowing such a jail to exist. In the event of its being torn down, this jail would be greatly missed by some of the townspeople as a place of popular entertainment. Witness the following item:

"WANTS A REWARD FOR HIS OWN ARREST.

"ALBANY, March 31.

"Oscar F. Beckwith, the murderer, has been lodged in the Columbia county jail. He declares that he killed Vandercook in self-defense, after the latter had attempted to poison him. Beckwith claims the reward offered for his capture, on the ground that he gave the information to Governor Hill which led to his capture. The prisoner is secured in his cell by a heavy chain. He has had many visitors, from each of whom he exacts a fee of five cents."

Delaware County.

Jail at Delhi. The old jail was very bad, but our committee re-

ports that a new jail, upon more approved models, is to be built at once.

Fulton County.

Jail at Johnstown. This jail belongs to the time of John Howard, and some of the descriptions that he gave of the vile Borough prisons of England might well apply to it. We have held three public meetings in this county — two at Gloversville and one at Johnstown, and there is evidence that public sentiment is aroused to such a degree that a new jail will shortly be built, or the old one greatly improved. The following presentation by the grand jury gives a good idea of the jail, and suggests the improvements that are likely to be made.

To the Court of Oyer and Terminer, County of Fulton :

The grand jury of said county respectfully present, that they have inquired into the condition and management of the public prison known as the Johnstown jail.

That they find its management worthy of commendation, so far as the facilities of said institution will permit. That they find the jail building to be in bad condition in the following particulars: The lath and plastering of the cells and upper corridor are in many places broken and in some places entirely removed. The zinc floor on this corridor is worn out, permitting water to pass through when the floors are cleaned; this injures the walls and ceilings below. The ventilation is very imperfect, caused by the necessity of closing a window in the west end when addition was erected in 1875. — There is but one exit from cell floor to the ground floor, which exit is narrow, with wooden stairs, and is entirely inadequate in case of fire, and if connection was cut off by these stairs there would be no escape from the floor above.

The ceilings in the lower story of the old part are all in bad condition and liable to fall at any time.

The said grand jury, therefore, recommend that the said jail building be repaired in the particulars mentioned by lining the cells and upper corridors with iron of a proper thickness, that the ceiling below be replaced with wood, and the stairway be made as nearly as possible fire proof, and further recommend that some way be devised to improve the ventilation.

D. F. COWLES, *Clerk.*

D. W. CAMPBELL, *Foreman.*

However the jail of Fulton county may be regarded by the grand jury and the citizens, it is extremely popular with the tramps and winter loafers of the neighborhood. It is much more popular than the county almshouse, probably from the fact that the conditions of its environment are such that no kind of labor is at all practicable. The prisoners cannot even be made to saw wood without great inconvenience to the keeper. As an evidence of the favor in which this

jail is held by tramps and bummers, permit me to quote the following item from a Johnstown newspaper with the preparatory statement that I saw several persons who were willing to vouch for its truthfulness.

"POLICE TACTICS. — A story is going the rounds of the village, illustrative of the tactics adopted by some of our policemen to work up business and thereby obtain a competence without having to resort to manual labor. A short time since a member of "the finest" met with a specimen of the fraternity of tramps who desired to be accommodated with lodgings at the jail. The officer instructed the fellow as to how he should proceed, among other points informing him to hang about the village until after dark, when he would arrest him and take him before a justice, who would promptly commit him. The fellow obeyed the instructions to the letter, when the officer made the arrest. Being brought before the justice, several questions were propounded to the tramp, and prompt answers returned. Being asked if he had money, the fellow replied he had, whereupon the justice promptly discharged him. As the fellow left the office, another policeman, who had overheard his examination, followed him down the stairs and thus accosted him: "Say, your friend did not post you sufficiently; now let me give you a few points and I will guaranty better success." He then proceeded to inform him how he should act. He was to keep out of the way for about half an hour, when he was to take up his stand on one of the street corners, when the policeman was to appear and order him to move on, and he was to refuse to do so, and at the same time use profane and indecent language. At the appointed time the fellow was at his post, likewise the policeman, who gave him peremptory orders to pass along. He was greeted with a shower of abuse well sprinkled with profanity — the fellow rather outdoing his instructions, probably from the fear of a second failure. With all the majesty of law, the officer promptly arrested him, and in the brief space of a few minutes he was again in the presence of the man who dispenses justice, to answer to the charge of being a disorderly person. Pleading guilty, he was given just what he had been in search of, a brief rest in jail."

This story needs no comment. Justice is likely to go begging for honor in a neighborhood where such a proceeding is permissible and punishment is not likely to be very effective where vagrants prefer to be "punished" to being "relieved."

Herkimer County.

Jail at Herkimer; an abominable old place, out of which any prisoner is sure to come a worse man physically, and most likely to come a worse man morally. All that was said of this place last year is emphatically true now. The jail ought to be torn down; little can be done to improve it. Such a jail greatly increases crime in the county. It is a crime school. But, as a place of popular amusement, it would be greatly missed by the inhabitants of the village. It is not only a crime school, but a museum of crime, a kind of "Bowery"

show; choicest horrors have been exhibited to stimulate the criminal emotions of a vulgar, curious crowd. To give point to what I have just said, I beg leave to submit to you a clipping from the *Utica Herald* of January:

"Sheriff Brown has been so pestered with sight-seers, that yesterday afternoon he determined to give all an opportunity to see the notorious Mrs. Druse and her daughter Mary. Nearly all were of the opinion that if the women at all resembled the cuts which have been published, they ought to be given but a short time to prepare for the other world. The pictures in the *Utica Globe* are the hardest blow that has fallen upon the miserable women."

"From two until five o'clock a continuous stream of people poured into the jail and were shown to the third floor, where the women are confined. Both Roxey and Mary seemed to enjoy the reception, and, when they were not reading or sewing, chatted gayly with the visitors. Between four and five hundred people gazed on the women during the afternoon."

Jefferson County.

Jail at Watertown; visited in February: unsafe, dirty, no ventilation, insufficiently heated, badly lighted, full of vermin, closets foul, insufficient water supply and bathing facilities, vile bedding, prisoners idle, demoralized—all except the tramps—who, as the food is abundant and the conditions such as those for which they have cultivated a taste, rather like it. The following letter from the *Watertown Times* gives a good idea of the jail. I did not, however, find his statement as to the scarcity of food borne out by the testimony of those confined in the jail at the time of my visit. Here is the letter as sent to us by our co-operative committee for Jefferson county:

"To the Editor of the *Times*:

"As there are but few readers of the *Times* who have a correct idea of our local 'Tombs' and the workings of 'justice,' the writer begs for a small space with the hope of adding something to their knowledge.

"Saturday evening between nine and ten, while looking for a friend near the Bowers House, I was arrested by one of the night police and requested to walk down Court street, and quietly did so, and was escorted to the jail. Then my pockets were rifled, watch, etc., taken from me, and then I was requested to enter a cell and locked in. Then I found a pallet of straw with three very dirty and ragged blankets for covering, and, after making up my bed, hung my hat and coat on a nail and retired to meditate upon the strange vicissitudes of life.

"Having been quite ill for several days with a cold and asthmatic difficulty, I had taken during the day five small drinks of liquor to 'brace me up,' but did not consider myself in the least intoxicated.

I am not an habitual drinker, and all who know me can bear witness that I am a very peaceable, industrious and honest citizen, and from every point of view the arrest and incarceration was an outrage.

"Very soon after I arrived there the iron doors were again unlocked, and a person thrust in to share my quarters. I arose, and by the light of a match discovered my unwelcome guest to be a harmless-looking, poorly-dressed man, over fifty years of age, and partially intoxicated. I questioned him and he reported that he was a stranger in town, was selling some kind of household goods, had been drinking some, and was on his way down Arsenal street to his boarding place, when he was run into by some unknown parties, and his goods forcibly taken, and he was hastening back to find a policeman to aid him, when he was arrested and taken to jail.

"The long, dark, dreary night that seemed a little eternity, passed away at last, and about 8 a. m., Sunday, the cell doors were unlocked all around, and the prisoners permitted to walk around the corridors or sit on little wooden benches, the only furniture. Later, 'breakfast' was announced, and a tin dish containing two or three spoonfuls of something that resembled hash and a piece of baker's bread were handed in for each prisoner, with a spoon. The request of a sick prisoner for a cup of tea was treated with contempt. As I was suffering from a severe cold, made worse by the cold, damp cell, and ill from inhaling the foul air and sickening odors, I could eat nothing, and gave my food to one of the prisoners, who devoured it in addition to his own with evident satisfaction. Borrowing a pencil, I wrote on an envelope a few words to deputy, who was in the wing, stating I was sick and would like to see him, and sent by the person handing in food, but no attention was paid to it.

"I passed this terrible day by talking with the prisoners, ten in number, all young men, and all but three were in for minor offenses, whisky being the chief cause.

"Joe Marks, the burglar, is a sort of aristocrat among them, for there is a sort of aristocracy even in crime; a burglar of a bank, or murderer, being considered of some account, while a 'plain drunk' passes for a nobody. Marks is a very little fellow, sharp, agreeable, and full of talk, and is quite a favorite among the prisoners. The Redwood burglars, the Larebriers, man and boy, have the appearance of ordinary farm hands, but the elder one will, no doubt, be heard from hereafter. Here we could hear the sweet-toned bells calling the good people of Watertown to the house of prayer, and I wondered if among the many worshippers of the Infinite, a thought was given for the wretched inmates of this bastille, and how many of the good moral men vote for a license. Dinner was passed in about 2 p. m., in the same dishes, consisting of a piece of boiled meat, two boiled potatoes and bread. They all complained of insufficient food, and loud calls were made for more, and after some two hours' delay a small piece of bread was passed in to each person, which concluded the day's feast. The room was uncomfortable, the cold air pouring in through many a broken pane, and the cells dark, damp, and vermin-infested.

"Another dismal night was passed, and another dreary forenoon, when about 1:30 P. M. we were taken before the recorder, when the night police made the charge of 'drunk and disorderly' against each one, and the cases were disposed of in a few minutes by discharge, fine or imprisonment, as the court might happen to decide.

"The night police have almost unlimited power, that in the hands of ignorant and brutal men seldom fails to work, at least, occasional injustice. They could arrest any one they please, 'run them in,' and make the charge of drunk and disorderly before the recorder, and their system and plans could be made so perfect and iron-clad that it would be of but little use for the victim to undertake any defense.

"There is no justice or wisdom in placing a man in a vermin-infested cell because he has imbibed too much, and he feels the shame and injustice of it. Depriving him of liberty works no reformation, but rather hastens his downward course until he is found among the criminal class whose ranks are filled by the intemperate. We should cease to license the cause and punish the effect, and hasten the dawn of a higher civilization."

Kings County.

Jail at Brooklyn. This jail beggars description in all its conditions of criminal association and overcrowding. The public press has taken the matter up, and the reports of the newspapers touching this institution have been so generally published that I do not think it necessary to refer to them here. The friends of the association who may think that we have not given proper attention to the condition of this corrupt county institution, we refer to our next year's report for our excuse and vindication.

Monroe County.

A new jail is in process of erection in this county.

Onondaga County.

The Onondaga penitentiary is also the county jail. This institution has long been a disgrace to the State, owing to the fact that male and female prisoners have not been kept entirely separate. The two lower tiers of cells in the north wing of the penitentiary were occupied by females, the two upper tiers by males. Conversation was possible and freely carried on; criminal acquaintances and appointments were made, and the place has been described as being sometimes, after night fall, "a pandemonium of howling obscenity and vulgarity." We were appealed to by Bishop Huntington and other prominent citizens to go to Syracuse, to see if something could not be done to remedy this condition of things. Early in December I went to Syracuse, visited and inspected the penitentiary, called a meeting of prominent citizens for counsel, and finally sent

the following communication to the board of supervisors then in session:

To the Honorable the Board of Supervisors of Onondaga County:

GENTLEMEN — In accordance with the legal provisions for the inspection of county jails, penitentiaries and prisons, by the committee of the Prison Association of New York, as granted in its act of incorporation and defined in the statutes of the State of New York, I have as a committee from said association, and after compliance with all the requirements of law in the matter of such inspection, visited and inspected the penitentiary of Onondaga county (New York), and beg leave to report to you as follows (as required by me to do, in pt. I, chap. 3, tit. 1, art. 1, §§ 22 and 23 of the Revised Statutes):

That the provisions of the law of the State, touching the separation of the sexes in penitentiaries, county jails and prisons is not complied with in the penitentiary of Onondaga county, and that the frequent communication carried on between the male and female prisoners must be and is an offense to decency and a detriment to public morals.

I do further report, that the structure and arrangement of the said penitentiary building is defective, inasmuch as it does not admit of such separation of the sexes as the law requires.

And referring you to section 23 of the statute already indicated, I do most respectfully suggest either a reduction of your present prison population by a discontinuance of your contracts with other counties, or by the construction of a new and separate wing for the females who are or shall be confined in the said penitentiary of Onondaga county.

Respectfully submitted,

WILLIAM M. F. ROUND,

Corresponding Secretary of the Prison Association of New York, and a Special Committee from that body.
SYRACUSE, N. Y., December 2, 1884.

In accordance with the powers of inspection, transferred from the Inspectors of Prisons of the State of New York to the Superintendent of Prisons, under the law creating the last-named office, I have visited and inspected the penitentiary of Onondaga county, and beg leave to concur in the report and suggestions of the corresponding secretary of the Prison Association of New York, as hereto attached.

(Signed) ISAAC V. BAKER, JR.,

Superintendent of Prisons of the State of New York.
SYRACUSE, N. Y., December 2, 1884.

The above report is hereby approved.
Dated December 3, 1884.

A. J. NORTHROP,
County Judge.

The matter was taken up and pushed with great zeal and intelligence by Major H. W. Clarke, who was both chairman of the supervisors committee on the penitentiary, and secretary of our local committee. The result may be shown by the following preamble and resolutions, which were adopted in substance.

WHEREAS, The attention of the board of supervisors of the county of Onondaga has at different times been called to the necessity of adopting some plan in the arrangement of the county penitentiary; whereby the male and female convicts may be more distinctly separated, and also for providing more commodious lavatories and bath-rooms, as well as more perfect ventilation of the corridors; therefore,

Resolved, That the committee on penitentiary be and is hereby authorized and directed to cause to be erected in the north corridor of the penitentiary building a wall extending from the outer west wall and from floor to ceiling. To erect two lavatories between the south walls of the cells and the central building, thereby dividing the said corridor so that there shall be forty cells on the east side separated from the remainder of the whole corridor. To erect four ventilating shafts of ample capacity and extending well above the roof, furnished with registers and the necessary steam coils to secure a perfect draft. To change and alter the stairs, passages, and secure such number of cells as shall be necessary to make the lavatories of sufficient size. To perfect such arrangements as will secure a full supply of fresh, warm air by indirect radiation; and to complete the whole in accordance with the diagram herewith submitted, at a total expenditure not exceeding thousand dollars.

This building of a wall seemed to me but an indifferent way out of the difficulty. We had, however, no right to demand more than that the separation of the sexes should be effectually provided for, and the sanitary conditions approved. The county committee of Onondaga are heartily in favor of going further in the matter, as the appended report from the Hon. W. H. H. Gere, its chairman, will show.

Onondaga County.

To the Prison Association of New York:

GENTLEMEN — Your local committee for the county of Onondaga have not performed their whole duty the past year, although they have held a few meetings with your secretary, with a view of urging our board of supervisors to take proper measures for the complete separation of the sexes in the penitentiary. The present arrangements, as you are aware, are not such as should be maintained in this Christian age and community.

The board of supervisors, at its last annual meeting, adopted a *make-shift*, to be presented to your board for approval before it can be carried into effect. Without formal action on the part of your committee I think it safe to say that the proposed change would not

meet their approval, and should not be entertained by any, except as a *cheap* way out of a very simple question. An entire ward should be provided for females. The cost to the county need not be large, but to save each from the contaminating influence of the opposite sex is of the utmost importance.

The penitentiary and jail is in charge of efficient officers, and their management of the prison is very satisfactory, and reflects credit upon its officers, but they cannot overcome defects in buildings consequent upon the growth of prison population beyond that originally contemplated.

W. H. H. GERE,
Chairman Local Committee.

Report of the local committee of the Prison Association of New York in Oswego County.

Your local committee inspected the county jail in the city of Oswego on the 30th of January last. A short time previous the grand jury made a similar inspection and presented the jail for the reasons mainly which heretofore have prompted your committee to report adversely as to the character of the jail. The points need not be re-stated. Your committee continues to affirm its opinion, frequently expressed, that great improvement in the jail is imperatively demanded. At present it is a discredit to the county. At the time of our inspection there were twenty-two persons confined — nineteen males and three females. Some were awaiting trial and others were undergoing sentence for minor offenses. One man and one woman are under indictment for murder. The woman, probably, is insane. Her sister is allowed to take care of her. One woman, sent up for drunkenness, had with her in the cell her child ill with the measles. Both would be discharged shortly. One prisoner was about sixteen and of bad reputation. There was also a boy of twelve years equal to his elders in iniquity, but who was behaving himself very well. Lately the city missionary obtained employment for two women and two boys who, being discharged, desired to work and support themselves properly. Religious services are held in the jail, usually every Sunday. The prisoners appeared quiet and contented. New officers came in charge on the first of January. Owing to the illness of the jailer, the deputy sheriff had the care of the prisoners and premises. The ventilation is very bad and the coal gas very offensive. The jail, however, is clean, and no fault can be found with the mode in which the institution is managed. No change for the better is noticeable. Your committee proposes, as soon as practicable, to bring the matter of the jail again before the supervisors, hoping that by persistent effort they may be induced to remedy some of the evils, even if they refuse to materially improve the jail.

O. J. HARMON, *President of the Committee*

Putnam County.

Jail at Carnel, and a disgrace to civilization.

Rensselaer County.

Jail at Troy. We have kept up a constant attack upon this outrageous jail. Perhaps I cannot better record the result of our labors, which have been largely in creating a thoughtful public sentiment in the matter, than to make two quotations—the first from our report of two years ago, and the latter a clipping from the *Troy Times* of a recent date:

“REPORT ON RENSSELAER COUNTY JAIL, SITUATED AT TROY.

“*Report of Jail Visitation.*

“*To the Executive Committee of the Prison Association of New York:*

“GENTLEMEN—On the 14th of February, 1882, I visited the jail in Troy, Rensselaer county, in company with the Rev. C. W. Wood of Troy, the chairman of our local committee for the county. We were courteously shown every part of the jail, the keeper, John D. Miles, seeming desirous that we should see what he well understood to be the faults of its construction and arrangement. The jail is a gloomy-looking structure of brick, about 45x70 feet in size, and situated in a thickly populated part of the city of Troy. Its windows are small and almost covered with thick bands of iron, which reduce the passage of light and air to an actual space of about one-fifth the size of the window.

“*A Fire-Trap.*

“The interior of the jail, if it had been planned with that idea, could hardly be a more effective fire-trap. The cells are on the sides and ends of the building in the second story. Access is obtained to them by a wooden staircase in the middle of one side of the building. It is the only means of reaching the upper story. It goes from the ground to the garret, which garret is full of combustible rubbish. At the foot of this staircase, in the building. Every thing that these come in contact with is as dry as cellar, is the heater, its hot pipes radiating to different parts of the tinder. Charred timbers could be seen where fires had taken place. The keeper has wisely put iron lathing in some places that are exposed to heat, having been several times admonished by fire that he had better do so. Twice within a year fire has made considerable headway in the jail. During the eleven years that the present keeper has been in office, the building has been on fire again and again. A fire extinguisher is kept on hand, but the time may come any moment when a fire will get beyond the usefulness of such an instrument. *Rensselaer county keeps sixty-five poor wretches locked up in peril from fire every moment of their prison lives.* If the jail burns there is little hope of escape for the prisoners. The firemen could not get in, nor could the prisoners get through the absurdly barred windows. The staircase would be the fine of the fire, and therefore impassable. Under such circumstances I have

no doubt that an indictment for manslaughter would hold against the supervisors individually if a fire should take place and lives should be lost.

"A Filthy Place.

"The ventilation of the jail can be represented by a cypher. The stench is sickening, and would be worse but for the constancy with which the keeper has fought uncleanness with whitewash. This stench is not altogether due to the condition of the cells or the prisoners. We were taken into the cellar, a board was taken up from the floor, and close beside the heater under the floor, we saw eighteen inches of foul and stagnant water. It had been there long enough to accumulate a green, greasy slime on its surface. A dog fell into it while we were there, and stirring it up, the whole place became sickening. As the staircase is a flue, as the heater is at the bottom of the staircase, and as the pool of stagnant water is by the heater, it is quite in harmony with the laws of physics that the disease germs should be carried to every part of the building. Nothing could be better arranged for carrying and spreading the malarial influences that must arise from such a condition of things. This sink of corruption, the keeper informed us, had existed as long as he had known any thing about the jail.

Rensselaer county keeps sixty-five poor wretches locked up, exposed to death from poison every moment of their prison lives. It has been said that our county jails are schools of crime. This is sadly true, and emphatically true of Rensselaer county. I looked into one cell and saw a boy of fifteen years, arrested, I think, for petty larceny. Four men were in the same cell with him — two of them were burglars and two of them were common drunkards. They had nothing to do the whole day through but to teach that boy traditions of shame. The most shameless and unspeakable crimes are committed in such prison cells. There is practical separation of the sexes in Rensselaer county jail. The women, young and old, sane and insane, criminals by profession and criminals by circumstances, are all huddled into two badly ventilated rooms together, and left to their own evil devices. *Rensselaer county keeps its young offenders locked up exposed to contaminating moral influences every moment of their prison lives.* In addition to these contaminating influences of association, the walls are decorated with such pictures as cover the pages of our flash newspapers, ballet dancers, noted sporting and criminal characters, etc. There are no proper or adequate facilities for bathing. The prisoners live in complete idleness. They spend their days in the consumption of tobacco, in repeating the petty gossip of crime, in sleeping and eating, and in telling obscene stories. Mr. Miles certainly feeds the prisoners well, and preserves as good discipline as he can well do considering the classes with which he has to deal, and the inconvenient surroundings of the prisoners."

"JAIL REPAIR RESOLUTION PASSED BY THE SUPERVISORS.

"In the board of supervisors yesterday the resolution previously entered authorizing the county treasurer to borrow \$15,000 to repair the jail was carried by a vote of 23 to 5. Another was accepted providing that in repairing the building no deviation shall be made from the plans as submitted by the architect, and that the building committee be authorized—if they deem it necessary—to employ a proper person to superintend the alterations, additions and repairs to the county jail, using the three per cent on the cost of the intended improvements, which could otherwise be due the architect, as a remuneration for services as such superintendent." * * * * *

"One of the members of the building committee said after adjournment that the repairs and alterations at the jail will be advertised for, and contracts let as soon as practicable. The work includes a three-story brick addition to the jail, 60x30 feet, on the north side of the present building. It will give twenty additional rooms and afford an opportunity to separate juveniles from hardened criminals. Additional stairs and means of escape in case of fire will be provided."

Steuben County.

Jail at Bath. In our report of last year we condemned the new jail at Bath. The following communication sent to us by our local committee for Steuben county will show what action has been taken in the matter:

"On the second day of the session of the board of supervisors, last week, Captain Little, of Bath, read from the annual report of the New York Prison Association for 1883, a paragraph attacking the construction of the jail and its dirty condition. Wednesday afternoon, Drs. Dolson and Cruttenden and Mr. F. S. Wolf, of the village board of health, appeared before the supervisors and made statements and suggestions in regard to the jail.

"Dr. Dolson first addressed the board. He said that the board of health visited the jail last spring and found many things that needed correction. They made recommendations to the sheriff, some of which had been carried out. They visited the jail again on Tuesday. At eleven o'clock in the forenoon the temperature was only fifty-five degrees down stairs, and fifty-seven degrees up stairs, which was altogether too low for health and comfort. They examined the beds, and found that the clothing for each consisted of a thin straw tick and one blanket, which was not sufficient to keep the prisoners warm, who, therefore, had to sleep with their clothes on. There were no sheets and no pillows. The floor was damp and moisture trickled down the walls. It was the custom, he learned, to flood the floors and let them dry. On inquiring of the turnkey he found that some of the prisoners were afflicted with rheumatism, coughs and colds. The jail, both up stairs and down, was filled with foul

gases from the vault, caused by imperfect ventilation, and the fact that the vault had not been cleaned out since the jail was first occupied two years ago. There was a constant current of gases drawn up from the vault into the room. He recommended that the vault be cleaned out frequently, and that a ventilating shaft, extending above the top of the building, be constructed from the outside of the vault. He also recommended that a bath-room with a bath-tub be constructed, so that the prisoners could keep themselves clean; that the beds be provided with sheets, pillows and two pairs of double blankets. The prisoners had two meals a day. The breakfast consisted of bread, potatoes, pork and coffee. The dinner, which was served at two o'clock, consisted of soup, fresh meat and bread. There was never any change in the bill of fare.

"Dr. Cruttenden said the persons passing on the opposite side of the street, who noticed the odors emanating from the jail, were the first to call the attention of the board of health to the condition of the building, and the neighbors complained of it as a nuisance. He said that prisoners were human beings and should be treated as such, but that in the jail they were not furnished as good accommodations as you would give common pigs, and that it was time for humanity to step in and interfere. He spoke of the features mentioned by Dr. Dolson and declared that the beds were swarming with insects. He said that the prisoners never took off their clothing, and that there was not a towel in the institution and no means of washing. He coincided with Dr. Dolson's recommendations.

"Mr. F. S. Wolf, the secretary of the board of health, said that his attention was called to the condition of the jail by a business man, who complained of the intolerable stench which it gave out on the street. The walls, from which the water trickled, were covered with pictures from the *Police Gazette*, and he recommended that they be scraped and whitewashed. There were two holes about six by eight inches opening into the female compartment up stairs from the shaft ventilating the vault, and through these the foul gases poured into the room. The board of health, on a former occasion, had included in a written list to the sheriff a recommendation that these holes be closed, but he noticed yesterday that it had not been done. He read a list of recommendations."

NOTE.—Since the above report was received we have had a report from Dr. Dolson, in which he says "the sanitary condition of the jail has been greatly improved."

Suffolk County.

Jail at Riverhead. Visited in January. One of the worst type of old-fashioned jails, but clean and well kept; not so bad as it might be, because it has generally a very small number of inmates, and the prisoners are placed only in the best parts of the building.

Sullivan County.

Jail at Monticello. A bad jail, that ought to be torn down. All the faults mentioned in previous reports seem to become intensified year by year.

Report of the Committee for Co-operation, in Ulster county, on the condition of the county jail, for the year 1884.

"The jail is attached to the court-house, at Kingston—the full details as to its size, safety, and general condition have been reported to the association. There have been no material changes since the former report. Sanitary conditions fair—nothing in the health of the inmates, during the year, to call for special notice. The board of supervisors have just authorized the introduction of bath-tubs and gas-light—much needed improvements. The jail is clean and well cared for. We have no system of labor, and the prisoners do nothing except cleaning, and like work, around the buildings. Average number of prisoners, for the year 1884, 16. Estimated cost of each prisoner, including clothing furnished and incidentals, \$4.75 a week.

"*Recommitments.* We have about a dozen 'rounders,' in and out, on ten-day commitments for trifling offenses, or on their way to the penitentiary for longer terms, but no recommitments, of any account, for crime or serious misdemeanors.

"Divine service is conducted every Sunday, by the rector of St. John's Church or by the acting chaplain, who is a lay-reader, licensed by the bishop of New York, and is under the direction of the rector of St. John's. The musical part of the service is rendered by a choir of young men and boys, and is a service of great enjoyment to the prisoners. The rector of St. John's, the chaplain of the jail, and the efficient choir-master, are all members of this committee. The sheriff and his assistants are habitually firm, kind and gentle in their treatment of the inmates of the jail, and thoroughly courteous in demeanor toward the members of this committee and any other citizens having proper occasion to visit the jail. The special need of the Ulster county jail is useful employment, during a reasonable number of hours each day, for its inmates. We hope that this may come in time.

"JAMES G. LINDSLEY, *Chairman.*
"A. W. REYNOLDS, *Secretary.*"

STATE PRISONS.

During the year just closing, the State prisons at Auburn, Dannemora, Sing Sing, the Elmira Reformatory, the penitentiaries of Onondaga, Kings, New York, Monroe, Erie and Albany have been visited. There have been few changes, and none of them striking,

in these institutions. Such changes as have been made have grown out of the complications arising from the abolition of the contract system of labor. Contracts have expired, and the prison managers have been thrown upon their own resources to find productive labor for the men. In Clinton prison (Dannemora), the men are now, and have been for several months, working on the State account plan in the manufacture of clothing. This is the same plan that was in vogue prior to the abolition of the contract system. Under direct management of warden Fuller, there has been in the very same industry an improvement in the quality and the quantity of the work done, while the moral tone of the prison has improved greatly. The discipline of the prison is maintained with greater ease. The men are made to feel that their welfare depends more largely than before on their behavior in the work-rooms, on the spirit in which they enter upon their duties, as well as upon the amount of work performed. The officers of the prison are brought into closer and different relations to the men. There is no moment when the *whole* responsibility regarding the prisoners does not rest upon the officers; not only as to general discipline, but during the hours when formerly the men were practically turned over to the contractors; they are now held to a strict accountability for conduct of those in their charge.

DISCHARGED CONVICTS.

The department of our association which looks after the discharged convicts is in such excellent hands that I should not feel it necessary to refer to it at all, but for its relations to the general penal system of the State. Our general agent acts for the State agent in the disbursement of certain funds that are best bestowed here in the city of New York. The sums that are given are in addition to those already bestowed by the State at the prisons. The misapplications of these gifts are so frequent, that I feel it my duty to protest in the most emphatic manner against a system that gives a dole to the prisoner on his discharge, and does not supply better means of seeing that it is rightfully used. Much of the money that is given at the prison is spent in the nearest liquor shop. It rarely happens that a discharged State prisoner comes to this office for help, but that he has squandered his State money before he gets here. Such applicants often appear to us reeking from a recent debauch. This money has not been given to the men *as a part of their earnings*, and as a dole from the State. Their long seclusion has unfitted them to use money wisely, and the exuberance of spirits consequent upon receiving their discharge further robs them of their judgment. At all events, I have no hesitation in saying that I believe a large part of the money that is given to ex-convicts by the State is misapplied by them. I think that every man coming from prison should have a certain sum of money, upon which he can be supported, while searching for honest work (alas, how weary the search!), but I think it unwise to give that sum at the prison, except at the discretion of the warden, or that

any amount should be disbursed for the State at this office, unless the association has also the entire responsibility of such disbursement. And the sum given to the prisoner should be in no sense given as charity. It should represent a share of the earnings of the man while in prison; a share not only upon the amount of work done, but upon his general behavior. It should represent to the man a special effort that he has made. He should have earned it, then he would appreciate its value. I do not wish to find fault with our present State agent; but I think that the system he administers is a bungling, mischievous and expensive one. He sees the prisoners only at infrequent intervals. His knowledge of the men can only be of the most superficial kind. He loses sight of most of the men immediately upon their discharge. What he gives is often misused. Its reception by the man makes him a pauper when he should be feeling the first thrill of a prospective free citizenship. It is also an expensive system, expensive out of all proportion to its usefulness. Let us look at this matter.

There are \$5,000 appropriated annually for the State agent, to disburse among discharged prisoners. The salary of the State agent is \$2,500. Thus, \$7,500 in all is appropriated for this apparently philanthropic use. The State agent's expenses for disbursements of this money amount to \$1,492.78 — not an unreasonable sum, considering the amount of work done, but considering the amount of good accomplished, it seems absurd that it should cost \$3,992.78 to get \$3,507.22 to the ex-convicts, and sad that when it does reach them it proves, to a large percentage of them, a positive source of demoralization. It would be infinitely better if even less money was given directly to the prisoners, and a larger proportion made use of to obtain work for those whom the prison officers could confidently recommend.

MISCELLANEOUS.

It is gratifying to be able to report to you that in two of our large penal institutions, namely, Sing Sing and Blackwell's Island penitentiary, a notable advance has been made in the matter of prison schools.

You will notice by referring to the report on inspection that our county jails still remain a blot upon our prison system. They present the anomaly of institutions to which persons are sent for breaking the laws of the State, and yet in whose case the State takes no responsibility. They are supposed to be correctional institutions, but it has been proven beyond question that men rarely go to them without being made the worse for it. They are the recruiting offices for our criminal army. They are a heavy burden to the State on the ground of expense alone; but what is worse than that, we can have but little hope for any great reduction in our criminal class while they remain as they are, sources of criminal education and places of criminal association.

But we have the jails, and we cannot get rid of them at once. We must for the time do what we can to make them decent and tolerable. We must reduce the mischief they can do to the minimum. That we have accomplished some good results in this necessarily make-shift direction will be plainly seen by reference to the reports from Onondaga, Steuben and Rensselaer counties. We hope to do even more during the year to come. In all our work we have been hampered by the lack of reliable information regarding the criminal classes in their relation to our penal system and to society. There are no accurate and full statistics on the subject. There is no unity of purpose, no general direction of information in the statistics we do have. It is hard for us to tell what social forces are most active in reinforcing the criminal class, hard to find the relative results of different systems of treatment, impossible to tell which of our institutions are profitable and which profitless for the public weal. I have, in compliance with your request, sent to the Legislature a bill, asking that increased power be given us, to make such investigations, to gather and compile such statistics as we, in common with the other penologists of the State, have felt so much need of.

In offering you this report I do but touch here and there the manifold details of our work. In closing, let me express to you, as heretofore, my gratitude that you have so patiently directed my feet and heartily upheld my hands. I am sure that you will agree with me that we have, at the close of the year, the satisfaction of seeing some growth in the work which I have chosen for my own, and in which, if I have attained any usefulness, it is in being, gentlemen,

Your obedient servant,

WM. M. F. ROUND,

Corresponding Secretary.

NEW YORK, *April 1, 1885.*

ANNUAL REPORT OF THE GENERAL AGENT.

As the year 1884 has closed, it naturally follows that some reference be made as to the results of the work for which the Prison Association was established.

Another year of prosperity has attended our labors. We have been enabled to work continuously through the year and wish to recognize the source from whence all blessings come.

The detention prisons of this city have been crowded continually, and the number of the inmates who have received the agent's needed services exceeds that of previous years.

About the usual number of discharged prisoners have called at the office of the association, and these nine hundred and seventy men and youth represent chiefly the classes who have some hope of leading useful lives.

We have made good use of the clothes sent to us by friends, so that with the clothes we have furnished for workmen, such as painters' overalls and waiter jackets and aprons; we have provided decent clothing, greatly needed, for one hundred and thirty-seven discharged prisoners, in most cases fitting them to go out and find employment.

By clothing these men, we have been able to get work for a much larger number, and hope that in the future our friends will remember us as they lay aside their partially worn clothing.

In meeting these men, we have felt it to be a duty, as well as a privilege, to impress upon them the importance of God's word, and its influence upon their lives in their efforts to reform, and when we have felt it to be unwise to comply with their request, particular care has been taken to explain the reasons, so that they might understand that every thing in the way of assistance would be done in accordance with settled principles, and not in a careless and indifferent manner.

The following tabular statement will give some idea of the number of discharged convicts who have, during the past year, been assisted by the general agent, and of the prisons and reformatories from which they have been released.

TABLE.

	FROM STATE PRISONS.				FROM PENITENTIARIES AND REFORMATORIES.							FROM DETENTION PRISONS.				Total.
	Sing Sing.	Auburn.	Clinton.	Of other States.	Blackwell's Island penitentiary.	Kings County penitentiary.	Albany County penitentiary.	Erie County penitentiary.	Monroe County penitentiary.	Onondaga County penitentiary.	Elmira reformatory.	Blackwell's Island work-house.	City prison.	Ludlow Street jail.	Raymond Street jail (Brooklyn).	
January.....	13	1	1	1	18	4	2	1	1	1	1	32	2	1	2	68
February.....	14	1	1	1	23	3	3	1	1	1	9	19	2	1	3	80
March.....	17	1	1	1	34	6	3	1	1	1	9	22	2	1	3	100
April.....	18	1	1	1	35	4	3	1	1	1	6	20	4	1	1	82
May.....	10	1	1	1	28	6	1	1	1	1	18	31	4	1	1	90
June.....	6	1	1	1	32	3	1	1	1	1	5	10	1	1	1	72
July.....	22	2	1	1	33	3	1	1	1	1	8	16	1	1	1	86
August.....	7	1	1	1	17	3	3	1	1	1	20	23	2	1	3	74
September.....	13	1	1	1	18	3	3	1	1	1	6	16	3	1	3	86
October.....	19	1	1	1	35	5	3	1	1	1	10	6	3	1	2	90
November.....	13	2	1	1	32	2	3	1	1	1	20	6	3	1	2	87
December.....	25	1	1	1	35	2	3	1	1	1	13	18	3	1	2	103
Total.....	178	13	14	7	363	48	18	1	1	1	158	176	30	1	22	970

1884.

No. 1 was found in cell 57, charged with grand larceny; he admitted he was guilty, and laid the whole trouble to the fact that he was intoxicated, or he would never have entered the complainant's place to steal, as he is no thief.

The complainant has a little shed or hovel, in the rear of a lot, and works at repairing furniture, etc.; sleeps on his work-bench at night. The prisoner walked into the place at the rear door, which was not fastened, and took \$30 from the man's pocket. He went directly home to his room, where he was arrested shortly after, the money found in his pocket and returned to its owner, who was willing to sign a withdrawal. We produced good evidence to show that the prisoner had worked honestly many years, and supported an aged mother, dependent on him, and now dependent. The officer who made the arrest picked up a screw-driver in prisoner's room, and said he found it in his pocket; that it was the instrument with which the burglary was committed, but it was so evident that that was a fabrication that the judge concluded to dismiss the prisoner on his own recognizance.

No. 2 is a boy fifteen years old; we found him in the boys' prison and his mother talking with him, apparently in great distress. She is a widow, with other children, but this is her eldest, and he has been a great help to her while at work, giving her all his earnings; but recently work was slack, and he was laid off; then some bad boys wanted him to go to the theater.

His mother did not want him to go, and would give him no money; then these bad companions urged him to steal from his mother; he took a dress and pawned it.

The mother, whose intention was good, thought to frighten her boy by having him arrested, hoping the magistrate would caution him and let him go, but instead, he sent him to prison for trial. We found the boy bore a good character up to the time he committed this crime and was now penitent.

The officer who arrested the boy spoke well of him. These circumstances were all explained to the court and the judge concluded to let him go home with his mother, which made the child and the mother very happy.

No. 3 was in cell 63; charge, grand larceny; we listened to his story, but felt sure he was not telling the truth, and passed on. About ten days after this we received a letter from him, giving an account of himself, as a native of Prince Edward's Island, parents respectable, and he well educated; did not deny his guilt; was very anxious to be sent to State reformatory, instead of State prison. We then had another interview, and received evidence he was now telling the truth. We also found that drink had ruined his prospects for life, and was the direct cause of all his trouble.

We presented satisfactory evidence to the court that he was a proper subject for the State reformatory, and he was sent there, where he will have strong inducements to lead a new life.

No. 4 is a young woman who looks as though she had seen

hard times. Our attention was called to this case by her relatives. She was charged with larceny from the person. Her sisters presented a good personal appearance and were very anxious to rescue their sister from prison. We learned she had married, when very young, a man she supposed had property. He soon brought her to New York and forced her upon the streets to make a living. She hated the man and they separated. She made other acquaintances, and one evening when in company with three men, one of them endeavored to take the girl from the others; a fight was the result; one of the men, losing his watch, charged the girl and the two men with stealing it. We were satisfied that she was innocent of the charge and solicited the district attorney to discharge her, and let her sisters send her to a western State, where she had other relatives. Our efforts were met with success, and we had the pleasure of seeing her free from the meshes of the law, and a few days later were assured that she had gone west.

No. 5 is an old man seventy-two years of age who was in the Tombs five months awaiting trial for *homicide*, when our attention was called to his case. He said he was a poor hard-working cobbler, who lived and worked in a basement, he was awakened from sleep in the middle of a certain night, by three burglars who were breaking into his room. Having a revolver (the place had been robbed three times before) within reach he used it with fatal effect. In extenuation of his offense he says: "What, in the name of God and reason, have I done but what any honest man would have done under the same circumstances. I am a poor old man, working and sleeping in this basement room, approaching the grave, living on nourishment hardly sufficient to keep life and body together. My long imprisonment here and my old age is cause for due reflection, and I lawfully say I have done nothing but what I would do again under the same circumstances. In the name of God why not give me an impartial trial. I have one very poor sister who pledged every thing she had to raise \$25, which she gave to a lawyer to defend me."

We listened to his story and hurried his case up for trial. The jury acquitted the prisoner without leaving their seats, and one of them remarked, "he should never have been indicted."

He has called on us several times to express his gratitude, and we have assisted him in various ways.

No. 6 is an installment case. Two poor German women were persuaded by an enterprising Hebrew to purchase two silk dolmans at about \$40 each. They paid the first installment, and when the dealer called for the second payment, and it was not forthcoming, he had the women arrested, as they had pawned the dolmans. We found the women in the Tombs badly frightened and anxious for advice. One of them had two small children, which, when her husband was obliged to leave home, he had to lock them in their apartments alone.

The poor people had no money to pay a lawyer, so we procured one for them, and then found the complainant had been trying to compromise. We advised them to have nothing to do with him, and so did the lawyer, but a friend of theirs made a settlement with complainant. When the parties came into court we had the transaction ventilated, and the complainant was as glad to get out as the women who were discharged.

No. 7 is a young girl of nineteen years, charged with shop-lifting, and was willing to plead guilty. She declared she was never in prison or arrested before, and from her appearance and what information we could get, we thought we ought to save her from going to prison, and our efforts, we supposed, had succeeded, when the officer who arrested the girl told the judge she was an old offender, and was using all the arts of a professional.

The judge sentenced her to two years in the penitentiary. Before the court adjourned we heard the office was not to be believed, and we have reason to believe that a prominent official told the judge that the officer's testimony might be taken *cum grano salis*.

The next morning we saw the prisoner going down to court again, and by this we felt assured there would be a change in her sentence.

The judge sent for the agent and said he had thought the matter over, had her plea changed to petty larceny, and sentenced her to the penitentiary for two months.

A situation in the country will be obtained for her on her release.

No. 8 is a Scotchman, 24 years of age, was only four months in this country at the time of his arrest. He says he went into a restaurant, had something to eat and paid for it. The proprietor, who was intoxicated, insisted he had not and assaulted him with a stick. The Scotchman fought as well as he could, but was very badly used. He then went for a policeman to have the restaurant man arrested, but that individual had so much influence with the officer, that the tables were turned on the foreigner and he was locked up, taken before the magistrate, fined \$10, and sent to the work-house for six months.

On the recommendation of a clergyman who knew the prisoner, and of a lady missionary, we induced the judge to sign a discharge a few days later.

No. 9 was a pleasant-faced, though care-worn young woman, charged with grand larceny, occupying a place in the Tombs.

She had already been in court, plead guilty, and was to be sentenced the next day. We heard her story and determined to give her case a full investigation.

She lost her mother when five years of age and her father when fourteen, since which time she had a hard struggle for life. She married when young, and when her first child, a boy, was born, her husband deserted her. She loved the boy and bent all her energies to care for herself and child. She found a friend in the matron of an asylum in this city, and was taken in and cared for. She was in poor health. After about three years the doctor told her she must

have different employment. To save her life, she left, taking her child with her. She worked at dress-making, and driven by poverty she pawned some of the trimmings in her care. She appeared deeply penitent and mortified at finding herself in prison.

We saw the complainant and found that she did not want the woman sent to prison, thinking she had suffered enough. She willingly signed the usual paper recommending the prisoner to such leniency as the court might see fit to use, and had her remanded back to prison until the next day. In the interval we procured a letter from a former employer, recommending her as a superior worker and truthful.

These facts were presented to the judge. The court was satisfied with the investigation the agent had made, and was persuaded that it was a proper case for suspension of sentence. When the judge told her she could go, she wept for joy and impressed all in court that the course of his honor was eminently proper.

No. 10 was an interesting case to us. A boy, named William, who with another boy, John —, was arrested for forgery. Examining into the merits of the case, we found that John, who was eighteen years of age, had been employed by a real estate agent, and had left his situation to take one more remunerative. He disguised himself, signed his former employer's name to a receipt for rent, and presented it to a lady for payment. She refused to pay unless the receipt was accompanied by an order from the agent. John then went to William and induced him to write an order, so as to have it in a different handwriting. On the second presentation, with the order and receipt, he obtained \$100. We had no doubt William was drawn into the crime by John, who concocted the whole scheme. On making careful inquiry we found them both well connected and well brought up, the characters of both were good previous to the present difficulty, and their former employers, in both cases, were willing and ready to take them back. We then felt our duty was very plain to recommend the court to suspend sentence in both cases. After warning them that he could send for them at any time if their conduct was not proper, and punish them, the judge discharged them.

No. 11 is a pleasant-looking young man, whom we will call William. He is charged with assault and battery. He said he was not guilty, though he had to fight to defend himself. In Harlem, at the depot of the Third avenue surface road, a conductor was lying on a bench sleeping; some boys had pulled him off the bench and the conductor was chasing them around as he, William, came into the room and, supposing he was one of his tormentors, pitched into William; this caused a row that brought in a policeman who undertook to arrest William, and he, knowing he was innocent, refused to be arrested. The policeman made another charge of assault. So our young prisoner has two charges against him. We found several persons who knew William to be of good character, though a little wild. These facts were laid before the judge, who concluded

to give William ten days city prison for meditation, as he was no entirely innocent.

No. 12 represents three young boys who were attending school; one of them, only nine years old, had a penknife which the teacher took from him as not proper for him to have. As she did not return it at the end of school hours James, the owner, persuaded the other two boys to go with him and get the knife, which they did, breaking into the teacher's desk. This brought them to the Tombs with the charge of burglary. The charge of burglary carried the case before the grand jury. We examined these boys carefully and saw some of their parents, and discovered one boy was entirely innocent and the other two were only technically guilty, the first wrong being committed by the teacher in not returning the knife to its owner when school closed, with orders not to bring it again; this would have ended the whole difficulty. We presented these views to the grand jury whom we learned the next day discharged them.

No. 13 is an interesting lad of thirteen years, and has a good home, with parents who are poor but respectable. He is charged with petty larceny. Evidently his first offense. The boy appeared to be very penitent. A letter from previous employer and from his teacher made us feel very desirous of saving him from prison, believing it would be far better, for all concerned, to let his father take him home. The court heard the case and, sympathizing with our view, spoke a few words of warning and let him go with his father.

No. 14 is a coal miner from Scotland, bound for Chicago, or a little beyond and ticketed through. The steamer on which he came brought also a mother and seven children. Our coal miner we will call John, helped this mother and took care of some of the wee ones. When they arrived at Castle Garden, the husband and father of the children met them and John was introduced, his kindness and helpfulness spoken of, whereupon the husband took him out and treated. How many times John drank he does not know, but the whisky made him so crazy he undertook to clean out the garden. A policeman came to preserve the peace, but John knew no difference between the guardian of the peace and any other man, so he struck him twice before he could be subdued. When we saw John in the Tombs, he said he was so drunk he could not remember what happened, and did not like to plead guilty. We told John as the policeman was ready to swear positively he did strike him twice, a conviction was sure, but he refused and held out several days before his case could be disposed of, for we knew to go to trial would be fatal. He finally consented to plead to assault and battery. And the judge gave him only thirty days to the island. We had his ticket extended and John has gone to his home in the west.

No. 15 is a young sailor and belonged to a schooner from Boston that came into this port with a cargo of mackerel; he has a mother with small children in Boston depending on him for bread.

Our sailor was up all night caring for the fish, also took a turn ashore and imbibed a little, but it was too much for our Boston sailor; he was arrested and taken to the Tombs when the magistrate gave him five days. We saw him and found him feeling very bad, and fearing the schooner might sail without him which would be terrible to him. He was never in such a fix in his life, and henceforth would let liquor alone entirely. We saw the judge and got his discharge. He made for his vessel with all speed.

No. 16 is a woman of about thirty years, was arrested by an officer who took her before a magistrate at the Tombs; while going up the front steps of that doleful-looking place, they met a lawyer. The officer said here is a lawyer, who can get you right out. She had \$6 in her pocket and gave him \$5. She never saw him afterward, and the magistrate gave her one month on the island. She had married a man who lived with her about a year; she trusted him with her bank book with \$600 in bank; he drew out \$599 and ran away. She traced him to England, and found he had a wife there with three children; but before she reached England, he had gone to Australia and taken another woman with him. She came back to this country where she has one relative. All that can be said against her is, she drinks a little occasionally, but promises to leave it off entirely in the future. We got her discharged by the magistrate, and gave her an opportunity to reform, without subjecting her to any further prison life.

No. 17 came from Sing Sing, November 1, 1884; had served a sentence of five years for robbery, of which he declares he was innocent. He was in the late war and lost an eye; after working in the foundry a short time he was ruptured and put at lighter work. At his discharge the State gave him \$5.32, and the State agent gave him \$5. He came to the city, hired a room in Chatham street, and went to bed. In the morning, his money was all gone and part of his clothes. He calls at this office to know what he is to do; he is fifty years old and not a friend or cent to help him. We told him if he had come here when he first came from prison, we could have advised him much better. If he had \$1 he thought he could get something to peddle and get along. We do not like to set men to peddling, but this seemed to be a special case, as he was not able to work.

No. 18 came from the penitentiary, where he had been five months for petty larceny. He was a hack driver and took a passenger to the steamboat. On his return to the stable, he took another party to their destination. The first passenger says he left an umbrella in the hack and charges the prisoner with appropriating it. The prisoner says he never saw it; if there was an umbrella left in the coach, it was taken by the latter party. He was tried in Special Sessions, convicted, and sentenced five months to the island. He now declares he spent those five weary months conscious all the time of his innocence. He needed some clothes very much; we provided what was needful, when he said he could now get work immediately.

No. 19 is a gentleman in appearance, thirty-six years of age, has occupied a position as nurse and hospital steward, in several of our hospitals in this city for over thirteen years. A patient gave him some money to deposit in bank; on his way down town he stopped into a saloon, drank some beer, and was robbed of all his money; he was arrested and sent to the Tombs; after five weeks was tried in General Sessions and acquitted. But he has found "the way of the transgressor is hard." He has been trying to get employment several weeks without success, till his scant funds are all exhausted; he comes to this office, and says he doesn't know what to do; all the institutions here know him and his downfall. He feels sure if he could get to Philadelphia where he is *not known*, there would be some hope for him to get employment and build up again. All things appearing favorable, we bought and gave him a ticket to Philadelphia, which was thankfully received.

No. 20, thirty-five years of age; comes to us after having served five months in Blackwell's Island penitentiary for petty larceny. He was a canvasser for clothes wringers, selling them on the installment plan. He sold one for \$7.50 and collected, as usual, \$1 on account, the balance to be paid to his employers. When they called to collect they could not find the parties and had the salesman arrested. His wife and two children were compelled to go to an asylum. He was an honest appearing man, anxious to get a home for his family again. Being a carpenter by trade, we bought him tools, and he obtained work immediately.

No. 25 is a case worthy of mention, though we have many similar cases. He came from Blackwell's Island penitentiary, where he had been two months; this was his second term; he is a young man, a painter by trade; he appeared determined to live a different life; we provided him board and soon got him work at his trade; bought him working clothes; he is now very steady at work, doing well. Painters will soon be in greater demand, when he will get employment at better wages.

No. 22 came from the penitentiary, where he had served a term of six months on a charge of felonious assault by the girl he had been courting. He had made the girl some valuable presents, and, finding she had cast him off, he called to get at least some of them returned. She refused; an officer was sent for; the young man was searched; a pistol was found, which made the charge of felonious assault very serious; but the young man had carried the pistol a long time, not knowing it was against the law. When called to the bar to plead, these explanations were made to the court, who reduced the charge to simple assault and sent him to the island for six months. When released, the young man came to thank the agent for his kindness to him when he was without a friend. He felt sure, without the agent's interposition, he would have gone to State prison, though he had no intention of committing a crime.

No. 23 was convicted of petty larceny and sent to the island for ten months. He served his time and was sent down to be tried

for a crime committed one year previously. We found him again in prison with a good letter from the chaplain. Several friends were anxious to get him discharged, the complainant being one of them. We had confidence in the penitence of the prisoner, and when he was called to the bar we found a policeman determined to send him again to prison, but, with the aid of the complainant, we obtained his discharge on his own recognizance. His promise to lead a new and different life was kept, to our knowledge, for many months, as he obtained work and we kept up a correspondence that showed his sincerity and leads us to believe that he is yet an honest man.

No. 24 shows how easily a boy can be started in the right path if taken in time. Thomas, a friendless boy, met the agent in the street and showed him a card which certified that he had been examined on board the school-ship Minnesota and had been accepted. All he now needed was a legal guardian (he was under age) to ship him. Thomas wanted to know how to overcome the difficulty. He gave us satisfactory evidence that he was just from West Virginia and had lost both parents. We gave him our card, telling him to call at the office next morning. He did so, and through our influence he was shipped. We have received a letter from him since, in which he says he is doing well.

In closing this report, we feel it a pleasure to acknowledge the courtesy of all concerned in the administration of law in our criminal courts, by whom we have been treated with uniform respect.

To the members of the profession of the law we are much indebted for the aid rendered us, and for the willingness shown to defend or help any cases in which we desired such service at their hands.

Very respectfully submitted,
STEPHEN CUTTER, *General Agent.*

[Sen. Doc. No. 48.] 11

REPORT

OF A SPECIAL COMMITTEE UPON THE PRISONS OF
GREAT BRITAIN.

CHARLTON T. LEWIS, RICHARD A. MCCURDY.

New York, November 13, 1884.

To the Executive Committee of the Prison Association of New York:

GENTLEMEN — The undersigned, your special committee, appointed in November, 1883, to examine the prison system of Great Britain, beg leave to offer the following report:

The principles upon which society deals with crime and criminals have only in comparatively recent times been made the subject of intelligent study, upon the broad basis of the general welfare. The first impulse of a crude human society is to revenge itself upon offenders, and, in the early stages of government, this impulse is carried out with fitful energy, without regard to ulterior considerations. As the organization of society becomes more complete, system and order are introduced into punishment, but still the predominant feeling in the law is punishment, that is vengeance; as if the infliction of suffering on the offender were a compensation, under natural or divine law, for the wrong committed; while the idea that the practical end in view is really the protection of society by preventing future crime, only gradually and slowly comes into prominence. Prisons first arose from the necessity, in order to be able to inflict punishment, of holding in custody the person of the criminal. Imprisonment was anciently regarded rather as a restraint than as punishment; nor was there, until recent systems of government arose, any legal and systematic gradation of terms of imprisonment to the enormity of the offenses. In the societies of Anglo-Saxon origin, this principle first became mature, when the severity and cruelty of the earlier criminal jurisprudence of England began to be mitigated, under the pressure of a public opinion which positively refused to permit the execution of the laws as they stood.

Since the prison system of civilized nations began to feel these influences, it has passed through successive well-marked epochs of reform. The first may, perhaps, be called the epoch of John Howard and Elizabeth Fry. These great philanthropists and their numerous followers found that the prisons of their time were torture-houses, slaughter-houses, pest-houses, both physically and morally; and they strove with energy to arouse a public sentiment which should remedy these evils. Doubtless the leading reformers themselves had broader and more far-reaching views and plans than the mass of those who were reached by their appeals, but as far as the popular mind responded to them, the sentiment evoked was predominantly the feeling of compassion for the sufferings of the imprisoned. Great improvements were made, and the prisons were largely freed from the brutal and corrupting agencies which disgraced them. But the movement was at once defective and excessive; defective in forgetting too often the interests of society in the punishment which deters from crime, and excessive in awakening tender sympathy from philanthropic hearts for deserved suffering. No wonder that reactions occasionally were felt, and that stern justice found advocates, who protested earnestly and practically against a sentimental kindness toward offenders.

The next epoch to be noticed may be called that of Sir Walter Crofton and Dr. E. C. Wines, if I may single out from a large and noble band of leaders two representative men, one on each side of the ocean. The characteristic of the epoch is the introduction into the discussion of intelligence, as superior to impulse; of statesmanship, looking at the whole question in the light of the permanent welfare of society, and subordinating or excluding all influence of sentiment, whether the desire for revenge or the indulgence of compassion. How shall the criminal class be treated by organized society, in order, as far as possible, to prevent crime, to eliminate the tendencies and influences which produce it, to make life, civil order and property secure? This great problem, studied in the light of Christian civilization, and of that comprehensive political economy which is the truest philanthropy, is what the prison question has become in our day; and, to understand that question or to discuss it properly, we must consider it in no narrower form.

Indeed, long before public opinion began to be formed on the subject, a few thinkers had studied it with remarkable success. For example, the famous treatise of Beccaria on "Crimes and Punishments," published in 1764, anticipated in most respects the principles of the most enlightened recent legislation concerning the criminal classes. But without attempting any historical discussion of the various stages by which our present state of knowledge has been reached, we wish to point out to you, with all emphasis, the essential fact that this problem has not reached any satisfactory practical solution, on a large scale, in the United States; and that it has reached a satisfactory practical solution, on a large scale, in the kingdom of Great Britain. To recur to our names as symbols: Dr. Wines is dead;

the principles and methods which he taught are not indeed forgotten or lost, but they are applied only in part, in a few scattered institutions, with constant interference by defective systems, imperfect laws and ignorant or unfaithful authorities; and most of the prisons of our States are, if not schools of crime and agents of cruelty, at least useless and helpless as reformatory agencies. Sir Walter Crofton is living; the system he devised has been matured and improved, by the steady working of intelligent study and experience, and is now applied throughout the criminal jurisprudence of a great nation. If its practical results are found, on examination, to correspond with its theoretical excellence, the conclusion is forced upon us that, in this great subject, our republican society has something to learn, and that it may advantageously turn to the British Islands for a suggestive lesson.

At the time of the appointment of this committee, its members were acquainted with English prisons only through books and reports, and appreciated but very imperfectly the contrast which those prisons offer to our own. But within the last year your committee have visited and personally examined several of the most important of these institutions in Great Britain, studying with diligence their government and organization. The result has impressed us deeply with the necessity of a reform in our prison system, corresponding with that which has been wrought in Great Britain during the last generation. The principal characteristics of the system there adopted, as far as we have been able to understand it, are the following:

1. *The gradual progress making in the course of short terms of imprisonment for minor offenses, with the improvement of the jails in which such terms are held; so that no corrupting intercourse shall take place; and so that the time spent in them shall be employed, as far as possible, in profitable labor, or under educational and moral influences. The tendency is clearly to substitute, as far as possible, other forms of punishment for imprisonment, in all cases which admit of the change; it being certain that imprisonment for short terms has no reformatory effect; and, indeed, often results in destroying some of the restraints which had influenced a wavering or a vicious character, and had determined him to a life of crime. This is especially the case when intercourse of any kind with habitual criminals is possible. As yet the tendency in question has not been carried to an extreme. All sentences to imprisonment for terms longer than two years have been abolished, except the sentence for five years or more which subjects the criminal to the discipline of a convict prison. But there is some reason to believe that this tendency may well be encouraged much further; and that fines or some form of corporal punishment may advantageously take the place of many of the sentences for shorter periods still inflicted.*

2. *The thorough classification of convicts under penal sentence. No prisoner is received in a convict prison for a term of less than five years, but the term may be shortened a year or more by his own*

earnings of time. Every convict received is confined separately during his probationary period, and his life is solitary, except during his hour of exercise, when he may see his fellows in the yard, but cannot approach or converse with them. His food is merely sufficient, and of the coarsest quality; his bed is hard; his labor severe and monotonous, such as picking oakum, or weaving coarse mats; and is carried on in his lonely cell. It is intended during this period to make a deep impression on his mind of the discomforts and affliction which result from his crime. At the same time, he is, if possible, made to understand practically that his future depends upon himself. By good conduct and industry he can earn two marks daily, and this severe stage of his condition continues until he has earned promotion from it, by marks enough to represent two for each day of the minimum probationary period. This period is now fixed by law at nine months, which has been found by long experience the best period, on the average, for securing the needed impression on the convict's mind, without producing the despondency and listlessness which sometimes result from long solitary confinement. But some of the administrators of the law now think that the probationary period has been too far shortened, at least for some classes of prisoners, and that a power to discriminate, and to prolong it for those who are slower to receive the needed impression, should be lodged in the superintending authorities. In any case, the convict must live his dreary life for nine months, and any failure of duty on his part will lengthen the period. This part of the penal sentence is considered by the criminals of England so dreadful that its deterrent influence over them is widely felt in preventing crime. The convict may prolong it indefinitely by bad conduct or by idleness, but, in the great majority of cases, the result is that he pursues submissively and eagerly the purpose of reaching its end as soon as possible; and in the process acquires unconsciously something of a habit of industry, something of a sense that his conduct is the direct cause of his condition. In some cases, he even forms a purpose, never afterward abandoned, to retrieve his manhood.

From the probationary class, after promotion is earned by a full term of good conduct and industry, he passes into the body of laborers, and forms one of its third or lowest class. The classes are distinguished by slight differences of dress and each higher class has some privilege of diet, exercise, communication at long intervals by letter with outside friends, or earning a small gratuity by efficient labor, which is denied to the lower class, so that promotion from the third class to the second, and from the second to the first, is no less eagerly sought and hoped for than escape from the hardships of probation. These differential privileges, indeed, seem so trifling to most persons outside of prisons that they will hardly believe them to become, to large bodies of men, the object of earnest labor and anxious hope for months together; but in the narrow, simple life of a convict prison, where these rewards are all that there is to look and strive for, they become motives of great potency, and

gradually influence many characters for permanent good. During this period of labor, in which the convict is associated with his fellows for purposes of work, but isolated as completely as possible in all other respects, he is also privileged to earn by persistent industry a remission of time, which may amount to one-fourth of the whole period thus spent; and in this greatest of all rewards is found the most important stimulus of all to good conduct. In the prisons which we visited we were particularly inquisitive in reference to the punishments inflicted, and found that the cases are very rare in which it is necessary to do more than to mule the prisoner of a little of his earned time or gratuity, while degradation to a lower class, or a return to the probationary stage, are measures of exceptional severity. Flogging is not indeed, abolished, but no one in the prison has power to inflict it. A prisoner can only be whipped by order of the visiting justices, and application for such an order is extremely rare.

No more interesting study is afforded by prison life than the moral effect upon convicts of this careful classification in English prisons. The considerable number of men, who, after years of patient and faithful labor, under the rigid discipline practiced, are found to be trustworthy in every respect, and are promoted to the special class, form a body among the convicts themselves, whose silent influence, as a support of order and a preventive of irregularities of every kind, is more powerful than any physical force could be.

3. *The system of labor.*—This is that commonly known as the public account system. All the work done is for the government, which furnishes the buildings, tools and material. The industries practiced are greatly diversified, including the construction of buildings, piers and break-waters; horticulture, to an extent sufficient to supply the prisons themselves; the washing, cooking, baking and other household duties for the convicts; the manufacture of mats, baskets, chairs and other articles used in all the government offices; the printing and binding of books, documents, papers and forms of every kind for the several departments, and even of many parliamentary reports. If a convict has learned, before his sentence, any trade, which can be carried on in confinement, his skill is utilized and preserved. If not, he is permitted, after the probationary stage is passed, to learn and practice the trade, if any, for which his mental and physical capacities adapt him. There are not a few instances in which young men, who have entered the prisons without acquired skill or habits of industry, and who, but for the training there received, would have no resource but crime, have become superior workmen, and are now occupying positions of responsibility. The foreman of one of the most important printing offices of London learned his trade wholly as a convict at Wormwood Scrubs.

This system of labor is adopted without regard to its financial result, because it is believed to be the only one under which prison labor can be made an efficient agent in reform. The supreme end in view is the rescue of men from a criminal life, and the diminution of the criminal class; and to this end every other consideration

is subordinated. If the supreme end in view were an immediate return to the public treasury, a good balance sheet at the end of the year, this system must be abandoned, and the labor of prisoners let out to contractors, to the confusion of discipline and the destruction of its moral power.

4. *The selection of officers.*—The entire prison service is organized under the control of the Secretary of State for the home department, subject to whose orders each class of prisons is governed by central boards of directors and commissioners, and constantly examined by government inspectors and by local justices. The officers within the prisons are men who devote their lives to the work and are appointed and promoted, paid or pensioned, solely for fitness, experience and efficiency in the service. "Politics" are utterly without influence in the matter. Every appointment is made after a rigid examination into qualifications for the special work in hand, and then is probationary only, its continuance depending solely upon proved efficiency. Administrations, parties and governments may rise or fall, but, from the chairman of directors of convict prisons, now the highest authority in the kingdom on the subject of prison discipline, down to the humblest turnkey, every man is secure in his place while he fills it well; no one can be discharged, or fail of his fair promotion, except by failure to do his work. The spectacle of such a civil service as that in the control of the English prisons is, to an American, most impressive, and the contrast it presents to that which is found in some of the States of our Union painfully disturbs the cherished prejudices of a patriotic citizen of our Republic. It is certain that no system, however ideally perfect in itself, can be properly administered in our prisons until their government is freed from political influences. When this reform is effected, we may hope to see engaged in the great work of governing and reforming convicts many more of such noble men as those who, in a few of our great penitentiaries and reformatories, are now, in spite of annoying political interference and imperfect legislative support, striving to apply the best principles of Christian civilization to the rescue of fallen men. There are to-day acting as governors of some of the great convict prisons of England gentlemen of culture, social standing, military rank and business ability, such as would honor the executive chair of any State in the Union.

5. *The supervision of the prisons by the government and by local authorities.*—Every prison in the kingdom, whether for convicts sentenced to long terms or for prisoners detained for short terms or for trial, is now under the supervision of the Home Office. A uniform system of discipline and labor is, therefore, enforced through them all, and any failure to carry out the laws is at once detected and may be corrected by the central authorities. At the same time the power of visitors is vested in local magistrates, to whom any prisoner or officer may at any time make complaint, and whose duty is to ex-

amine into every such case and report fully to the Secretary of State. No physical suffering or other severer punishment can be inflicted without their sanction; and the general condition of the prison as to cleanliness, discipline and the efficiency of the officers must always be satisfactory to them.

Such, in rude outline, are the most striking features of the system which we found actually established and at work in the British prisons. The sketch is incomplete and may be in many respects superficial; but it is candid and truthful, not fanciful, as far as it goes, and every man who understands how criminals are dealt with in this country knows that, in most important particulars, we fall far short of a parallel. But, after all, the practical results of any system of discipline must be the final test of its value; and it is reasonable to ask whether any good end has been attained by all this expenditure of thought, skill and money upon the treatment of the enemies of society. Men are found who insist that all effort in this direction is wasted. "Once a criminal, always a criminal," is, they tell us, a general rule, to which the exceptions are so few and unsatisfactory as not to justify the establishment of a great department of government for their sake. Accepting the issue, then let us look at the actual result of this vast experiment, if we may call it such, which has been tried for the last forty years upon the moral nature of the criminal population of Great Britain. It was in 1842 that Pentonville prison was opened and the discipline above described was, in its general outlines, first attempted. This discipline has been gradually matured and extended in the light of experience, and legislation on the subject has been steadily improved until the Prison Act of 1877 substantially completed the entire system by bringing the local prisons or county jails wholly under the control of the Home Office. Thus it is only within a few years that the plan has been working at its best and fullest; but, for the purpose of comparison on the largest scale, let us look at the statistics of criminality in England and Wales forty years ago and now. The figures are collected by Sir Edmund F. Ducane, the chairman of Directors of Convict Prisons, in his admirable "Account of the manner in which sentences to Penal Servitude are carried out in England," a work in which an interesting account is given of the history and growth of the new prison system from its origin. We ask your attention to the following facts:

In 1843 the population of England and Wales was 16,332,228. The number of felons convicted in that year was uncommonly large, and, to avoid any danger of exaggeration, we may take the average number of convictions for five years, from 1841 to 1845 inclusive. Upon the average of these five years, then 3,933 persons were sentenced in England and Wales to penal servitude or transportation, that is, were committed and punished for offenses of the grade of felony, and 15,783 persons were sentenced for imprisonment for shorter terms in local jails, that is, were committed and punished for offenses of the grade of misdemeanors calling for imprisonment. In 1881 the population of England and Wales was 25,958,286, and if the criminal classes formed at that time as large a percentage as in

1841, and were governed and punished by the same laws similarly administered, we might expect convictions in the same proportion, that is to say, we should expect to find, in 1881, 6,251 persons sentenced to penal servitude (transportation having been long abolished), and 25,000 persons sentenced to simple imprisonment.

The actual numbers were as follows: In 1881 1,525 persons were sentenced in England and Wales to penal servitude, 9,266 were sentenced to simple imprisonment; in other words, the numbers were less by 4,726 felons and 15,824 minor criminals than they must have been had not a change been wrought in the state of society as respects the criminal classes. The year 1881 was not an exceptional year; the decline in number was continuous and almost uniform from the beginning to the end of the period, and the year 1881 happens to be the latest of which the figures are at hand.

Here, then, we venture to affirm, are cause and effect. No doubt other influences than the prison system have acted to reduce the volume of crime and the number of the criminal class. We do not forget the progressive amelioration of the condition of laborers, the immense progress in popular intelligence and in education, the improvement in laws and their administration, and the work of the Christian churches. But all these beneficent forces are at work in other lands and have been at work in England at other periods; and nowhere else and at no other time have they, together or apart, accomplished any work, so far as we can learn, at all comparable to this wonderful diminution of crime throughout a vast kingdom. We have sought in vain for any adequate explanation of the change which does not take into account the reform of the prison system, and refer to this a large and magnificent share in the noble work. A volume might easily be written in the attempt to show how the reformed prison system works to diminish the number of criminals and the amount of crime, but we forbear, believing that your long study of the subject will enable you to realize it more accurately and more vividly than we could hope to set it forth.

But since so much is said of late upon the financial results of prison management as the test of proper government, you will permit us to say that if any thing can be proved by experience, the facts here given prove such a test to be worthless. The prisons of England, with the "public account" system of labor, are certainly more expensive to the State, as far as the direct results shown by annual balance sheets are concerned, than the State prisons of New York, with the contract system of labor. In the former the work of the prisoners pays, on the average, less than two-thirds the cost of maintaining and restraining them; in the latter it pays the whole of that cost. But look further, and consider that the prison system of England steadily diminishes the number of criminals, while that of New York has apparently no such effect. In English prisons there appear to be fewer convicts sentenced to penal servitude by 4,726 annually than there would be under a system like ours. Now the average term of such convicts is six years, so that the actual perma-

nent population of the English prison is fewer day after day by 28,356 than it would need to be if, with equal facilities for detecting crime, no reform had been made in the prisons. In other words, 28,356 men and women are, as a consequence of this reform, supporting themselves by honest industry, and at least keeping out of the criminal classes, who would otherwise be inmates of jails under sentence for crime. What is the value to society of these people? What the gain by their industry? What loss is avoided by preventing them from living by preying on the community? What is saved by not needing to build prisons for them, and to maintain them at the public expense? Let us make the lowest possible estimate of the gain or saving in these particulars, and who will be hardy enough to suggest that the net result of the reform is other than an enormous benefit, even by the rudest standard of profit and loss? Who can doubt that the prison reform has already gained for the community an amount of wealth many times as great as the entire cost of the prison system; that it already adds millions to the wealth of the nation every year, or that its results are progressively increasing in importance and value, so that the present expenditure which is incurred for it is not to be compared with its accrued and promised benefits? It is, at least, our profound conviction that no wiser act of statesmanship is now possible in New York or in California than the reorganization of the prison system on substantially the methods and principles which have proved so successful in England.

Respectfully submitted,
CARLTON T. LEWIS,
RICHARD A. McCURDY,
Special Committee.

[From Sir EDMUND F. DU CANE'S "Account of the manner in which sentences of penal servitude are carried out in England."]

Return showing the population of England and Wales, with the number of sentences to imprisonment, transportation and penal servitude, and the number actually transported, from 1836 to 1880, inclusive :

YEAR.	Population.	Sentenced to imprisonment for indictable offenses.	Sentenced to transportation and penal servitude.	Number transported to Australia and Bermuda.
1836	14,928,477	10,125	3,611	4,272
1837	15,103,778	13,204	3,785	4,068
1838	15,287,699	12,827	3,696	3,826
1839	15,514,259	13,927	3,696	2,732
1840	15,730,813	15,110	3,105	2,572
1841	15,911,757	15,747	3,800	2,926
1842	16,130,326	17,871	4,481	4,156
1843	16,392,228	16,375	4,488	2,993
1844	16,535,174	14,969	3,651	3,279
1845	16,739,136	14,052	3,247	3,543
1846	16,944,092	14,902	3,157	1,708
1847	17,150,018	15,312	3,202	1,222
1848	17,266,882	19,175	3,600	1,897
1849	17,564,656	17,701	3,202	1,609
1850	17,773,324	17,602	3,173	2,465
1851	17,927,659	13,418	3,388	2,440
1852	18,193,206	18,441	2,896	2,541
1853	18,404,368	18,120	2,709	600
1854	18,616,310	20,388	2,742	280
1855	18,829,000	17,307	2,591	881
1856	19,042,412	11,885	2,715	498
1857	19,256,516	12,507	2,841	822
1858	19,471,291	10,834	2,419	550
1859	19,685,707	10,060	2,328	864
1860	19,902,713	9,656	2,436	376
1861	20,066,224	11,233	2,678	306
1862	20,400,000	11,944	3,399	590
1863	20,600,000	12,251	3,071	727
1864	20,900,000	11,548	2,445	261
1865	21,100,000	12,358	2,081	845
1866	21,300,000	11,582	2,016	410
1867	21,500,000	11,804	1,846	451
1868	21,700,000	12,516	1,939	
1869	21,900,000	12,002	2,006	
1870	22,100,000	10,908	1,789	
1871	22,312,206	10,088	1,627	
1872	22,612,190	9,818	1,514	
1873	22,112,000	9,141	1,493	
1874	22,312,000	9,798	1,690	
1875	22,512,000	9,289	1,639	
1876	22,712,000	10,020	1,653	
1877	22,912,000	9,798	1,639	
1878	24,112,000	10,218	1,634	
1879	24,312,000	10,440	1,502	
1880	24,512,000	9,968	1,528	

*It having become known to the association, in 1883, that the Rev. Dr. Thomas M. Peters, one of the members of its executive committee, was about to make the tour of the world, he was requested to inspect the prisons of Japan and report the association on their condition and management. The following interesting report is the result.

"To the Prison Association of New York:

"GENTLEMEN—In making a report to the association, of a visit to some of the prisons of Japan during my recent journey around the world, I desire first to acknowledge the courtesy of our Minister, the Hon. Judge Bingham, of Ohio. By his kindness my wishes were made known to the Japanese government, and, in answer to his application, the fullest facilities were afforded in carrying out my purpose. The circular-letter, kindly furnished by the officers of this association, secured for me a degree of attention quite unexpected.

"I would make grateful record of the hospitality shown by the officers of the Japanese government, an interpreter being detailed to meet me at the railway station at Tokio, a carriage being placed at my disposal in order that the three prisons, widely separated in that great city, might be visited in one and the same day and, also, a generous lunch provided, at which were present Mr. Ishii, First Secretary, and Mr. Kawai, Fourth Secretary to the Interior Department; Mr. Onoda, Director of the Prisons of Tokio; Mr. Ishizawa, chief officer connected with the Denzu prison, and Lieutenant Yasumuna, governor of the prison at Tsukudazima. These gentlemen are all much interested in improving prison treatment. Their answers to questions betokened a thoughtful consideration of the subject, and the remarks and inquiries made were those of persons who well understood what a prison ought to be and do. This latter remark, true of all present, is especially applicable to Mr. Ishii.

"The whole number of prisoners among the 34,000,000 subjects of the Empire is 20,000, of whom only 800, or four per cent, are females. I regretted being unable to accept an urgent invitation of Mr. Ishii to visit the model prison of Japan. It is, however, quite in the interior of the main island, and only to be reached by a fatiguing journey of two or three days.

"The three prisons to which I was taken are all in the great capital city, Tokio, and as they contain different classes of convicts, sufficed to give a good idea of the general manner of treatment of the Japanese criminal.

"In one respect all Oriental prisons are strikingly unlike our own. The single cell is entirely unknown, and large numbers of persons, even running as high as fifty, are confined by night in a single room. Contrary as this usage may be to our own customs,

*Note by the Corresponding Secretary.

there must be good reasons why it is done, and certainly the inconveniences which we should anticipate in a like course here are not at all experienced there. The great prison at Allahabad in British India, which is held up as the model of perfection for that country, bestows its inmates by night on bunks running along each side of long, narrow rooms. In the Japanese prisons, after the sleeping usages of the country, the prisoners lie thick together in one-story buildings on mats covering the floor. The mildness and docility of the Japanese, even when under a long, and even life-time sentence, are quite past our conception. One would suppose that, with such bodies of men confined together in a wooden building, violent outbreaks would be chronic, and attempts at prison-breaking frequent. On the contrary, disturbances and uprisings are few, and any thing like an insurrection, one may say, is unknown. The only attempt at Tokio to break jail in any numbers occurred some years ago, when cholera made its appearance in the Denzu prison. A panic among the convicts resulted in an attempt to escape, seven only succeeding.

"In the Denzu prison one guard is appointed to each fifteen prisoners. The guard is furnished with a sword, but no firearms, which provision may of itself be accepted as evidence of the ease with which Japanese convicts are managed.

"There are, moreover, no high and impassable stone walls like those surrounding our own prison grounds. Yet in that prison are 600 and upward sentenced for life, and the remainder (there are in all 930 now in the prison) committed for a term of ten years. The inmates of the Denzu prison are employed partly in the preparation of food for their own uses, but chiefly in the making and burning of brick for sale. Were the demand equal to the supply thus furnished of that article, the establishment would nearly meet its own expenses. Bricks are, however, but little called for and a large stock remains on hand.

"Convicts are often seen in Tokio working in gangs, repairing the streets. They are at once recognized by the robe of pink, which is the Japanese prison color.

"The second prison visited was in the center of the city, and is allotted to the reception of persons tried, found guilty, and awaiting sentence. Its inmates numbered 700, who, owing to their temporary sojourn, are given no employment. The arrangements and condition of this prison are unsatisfactory to all concerned, and will doubtless be bettered as soon as an appropriation can be secured for the purpose.

"The third, the largest and most interesting of the prisons of Tokio, and called Tsukudazima, is like our own penitentiary, upon an island near to the city, and reached by boat.

"There were there at the time of our visit 2,008 men and women and boys undergoing sentence, a part for ten years and the rest for shorter periods. Among them were about seventy-five women, quite